

# The Canadian Welfare Summary



*Council House*

*The Official Publication of*  
**The Canadian Welfare Council**  
COUNCIL HOUSE  
OTTAWA

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THE CANADIAN WELFARE COUNCIL,  
Council House, 245 Cooper Street,  
Ottawa, Ontario, Canada.

A new publication recently issued by the Canadian Welfare Council is a pamphlet entitled:

"MANAGING IN THE HOME ON SMALL INCOME" This is a discussion of budget plans for an urban family with an income of approximately \$1,100.00 per annum. Suggestions for budgetting the income of the rural family include a form which may be used in assessing the amount of farm products used by the home. Sections on apportioning the total income to various necessities give a variety of suggestions to suit varying tastes and needs. A yearly statement of expenditure which may be made up month by month is enclosed with each pamphlet. The cost of the pamphlet is 15¢.

The following order form is attached for your convenience.

Please send to:

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May, 1938



# Canadian Welfare Summary

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VOL. XIV

OTTAWA, MAY 1938

NO 1

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## About This Bulletin

UNDER THIS new jacket and different name, "Child and Family Welfare" continues its service to members and subscribers of the Canadian Welfare Council as a publication issued six times a year, of reporting and review in the field of Canadian social work.

The "Canadian Welfare Summary" will continue its interest in contributed articles on topics pertinent to its field, and will endeavour to keep its readers abreast of happenings and trends in philosophy and practice affecting social work developments in Canada.

In the limitations of its financial and staff resources, if it is to succeed in this task it must continue to lean heavily, as it has in past years, upon the generosity and initiative of the substantial body of professional and volunteer workers who have contributed so substantially to its usefulness as a medium for discussion and exchange of information. The first duty of this initial number of Volume XIV is to acknowledge the debt of gratitude to these voluntary contributors and editorial assistants without whom it would have been impossible to carry on.

## **An Important Schedule of Meetings and Conferences**

**S**TAFF WORKERS, board members and volunteer assistants connected with social agencies in Canada will be directly interested in some or all of the following meetings which are scheduled in the West and the East for the last week in May, the latter part of June and the first few days of July:

### ***Canadian Conference on Social Work Vancouver, June 21st-23rd***

Vancouver will welcome on June 21st, 22nd, and 23rd, the sixth Canadian Conference on Social Work and preliminary programmes which have just been distributed forecast a stimulating three day session of abundant interest both to the professional and volunteer worker. Conference topics have been planned in six divisions:—Family Services, Health, Public Assistance, Children's Services, Mental Hygiene and Public Welfare Administration, and representative committees drawn from all parts of Canada have given their best thought to the planning of a programme of practical usefulness and interest.

Space does not permit a reproduction of the programme, but the following list of topics announced should be sufficiently indicative of the interests which will be embraced in these meetings: A Forward Look in Family Welfare; Health Insurance; What is Child Neglect?; What Purpose Does the Mental Hospital Serve in the Field of Mental Health?; The Non-resident Problem; The National Employment Commission; What is Social Group Work; Problems Confronting Welfare Administrators; The Legal Aid Bureau; The Volunteer in Health Work; The Problem Parent—The Delinquent Child; The Care of the Medical Indigent; The Problem of the Unemployable; The Contribution of Mental Hygiene in Family and Child Life; The Local Welfare Services; The Unusual Child; Social Work Interpretation; Should Canada Have a Social Security Act?; The Prevention of Blindness; The Housing Problem; A Housing Program for Canada; Youth Problems in the Family of Today; A Hospital Clearance Plan; Hospital Social Service; The Way Back for the Unemployment Relief Case; Rural Child Welfare; Individualized Treatment in Mass Relief; Why Should a City Have a Settlement; New Patterns in Public Welfare.

Canadian workers from many branches of social and health work from both the East and the West have undertaken the preparation of papers and contributions to discussion and the Conference will in addition have the privilege of welcoming a number of distinguished visitors from across the water and across the line, including Miss

Margaret Bondfield, O.B.E., former Minister of Labour of Great Britain; Mr. John Kingsbury, Associate Fellow, New York Academy of Medicine, Yonkers, N.Y., (who won the Pugsley award for the outstanding paper at the National Conference on Social Work last year); Miss Margaret Rich, Editor "The Family", New York; Dr. Samuel Hamilton, National Committee of Mental Hygiene, New York; Miss Helen Eastman, Association of Junior Leagues, New York; Miss Helen Hall, Head Worker, Henry Street Settlement, New York; Mr. Paul Kellogg, Editor the Survey, and William Hodson, Public Welfare Commissioner of New York City.

For further information address inquiries to Dr. G. F. Davidson, Honorary Secretary of the Conference Committee, 1675 West Tenth Avenue, Vancouver, B.C. Copies of the preliminary programme may also be obtained from the office of the Canadian Welfare Council, 245 Cooper Street, Ottawa.

***The Canadian Welfare Council Welcomes  
Distinguished Visitor to Vancouver***

On the evening of June the 20th prior to the opening of the Canadian Conference on Social Work a public meeting of deep interest to welfare workers in Canada will be held under the auspices of the Canadian Welfare Council at the Hotel Vancouver, Vancouver, B.C. The Council has been most fortunate in securing as speaker for this meeting, Miss Grace Abbott, Ph.M., Litt.D., LL.D., Professor of Public Welfare Administration, School of Social Service Administration, University of Chicago, and formerly Chief of the Children's Bureau, United States Department of Labor. Dr. Abbott will take as her subject "Social Welfare and Democracy", — a question of deep and vital interest in Canada and other countries in a rapidly changing political and social scene.

***The National Conference on Social Work  
Seattle, June 26th to July 2nd***

Meetings of the Canadian Conference have been scheduled to immediately precede the sixty-fifth annual meeting of the National Conference on Social Work and associated groups which will take place in Seattle June the 26th to July 2nd. This arrangement will be of particular interest to those resident in Eastern Canada, who may if they desire go on to the Seattle meetings immediately following the Canadian Conference.

***Annual Meeting, Canadian Welfare Council  
Montreal, May the 30th***

In Montreal on May the 30th will take place the eighteenth annual meeting of the Canadian Welfare Council and a busy one day session is planned. Following a meeting of the Board of Governors

in the morning a short business session of the Council will be held at twelve o'clock noon. Following it, an interesting luncheon is planned under the Chairmanship of Dr. Helen R. Y. Reid, when a technicolor film illustrating the child placing work of the Infants' Home and of the Children's Aid Society of Toronto will be shown by Mr. R. E. Mills, Director of the latter Society. Opportunity for general discussion will be accorded after the showing of the film.

In the evening at 8.15 P.M. a second general session of the Council will be held when Dr. Jean Gregoire, Deputy Minister of Health for the Province of Quebec, will be the honoured guest speaker. Dr. Gregoire will address the meeting on the "Community's Responsibility in Welfare Services". The Council's annual report for the year will also be submitted to this meeting. The public are cordially invited to attend the luncheon and general evening session. Reservations for the luncheon should be made in advance and may be telephoned to the offices of the Montreal Council of Social Agencies, 1421 Atwater Avenue, Montreal, Willbank 1151.

M. B.

## **Final Report of National Employment Commission**

**The following Press Summary of the Final Report of The National Employment Commission is published in this Bulletin by courtesy of the Department of Labour, Ottawa**

**T**HE FINAL REPORT of the National Employment Commission, tabled in the House of Commons by the Honourable Norman McL. Rogers, Minister of Labour, is prefaced by a letter to the Minister, under date of January 26th, from Arthur B. Purvis, Chairman. After informing the Minister that he is transmitting the report, the Chairman mentions that certain questions which have come within the purview of the National Employment Commission are also being investigated by the Royal Commission on Dominion-Provincial Relations.

"For this reason the Commission has indicated in its report where certain actions would, in its view, be contingent upon such financial adjustments as may emerge from the report of the Royal Commission on Dominion-Provincial Relations," Mr. Purvis states.

Covering 70 typewritten pages, the report is signed by the entire Commission. A note is, however, appended drawing attention to the fact that Mrs. M. M. Sutherland, the only woman on the Com-

mission, signed subject to certain reservations. A memorandum of 13 pages setting forth Mrs. Sutherland's objections, and signed by her, is attached.

Appendices to the Final Report include the Commission's Interim Report to June 30th, 1937, which has already been made public, various organization details, comparative tables of the Commission's relief registration, Information Service Bulletins, the Commission's Low Rental Housing Plan, and a study of "The Impact of the Depression on Various Groups in Canada."

At the outset the Commission states that the Final Report is divided into three sections having the following objectives:—

- SECTION I. To review the employment and relief situations in the light of developments to date; to chronicle the status of Commission recommendations as outlined in the Interim Report, and to indicate what further steps should, in the Commission's view, be taken in the immediate future.
- SECTION II. To examine more permanent plans and policies affecting problems of employment and unemployment under varying economic conditions, and to chronicle the Commission's views thereon.
- SECTION III. To recommend the provision of such administrative machinery as in the Commission's view, is necessary if its short and/or long range policies are to be given practical implementation.

"It is important," the report proceeds, "that it be borne in mind that while provision was made in the National Employment Commission Act of 1936 for the Commission to assume administrative and supervisory functions if the Minister so decided, its functions have in practice been advisory, with the exception only of the promotion campaign in connection with the Home Improvement Plan."

### ***Indications of Industrial Recovery***

The Commission's anticipations in regard to industrial recovery, in the light of the readjustments which had already taken place at the time it was appointed, have been fully realized during the current year, the report continues. It compares employment levels in 1937 with those of 1929, regarded as a very favourable year, and indicates that in many lines of activity the employment index is at, or above, the 1929 level.

The report emphasizes the importance of registration. "The Commission is more than ever seized with the necessity of maintaining and improving the record of all those receiving governmental Aid or Assistance, in view of the background this provides for arriving at remedial measures applicable to each different type of distress, or, where remedial action is impossible, for the care of differing groups on a permanent basis," it is stated.

Progress of the Home Improvement Plan, promoted by the Commission, is reviewed briefly. After pointing out that loans under



the plan during its first year of operation, (to October 31st, 1937), numbered 29,963 and amounted to \$11,721,129, the Commission expresses the view that its original estimate of total expenditures stimulated by the plan for the period ending March 31st, 1938, of from \$60,000,000 to \$75,000,000 will be attained.

"While it is not suggested that the Home Improvement Plan is in any way solely responsible for the improvement in employment in the construction industry, it is of interest to note that the Dominion Bureau of Statistics employment index figure for that industry rose from 99.6 on November 1, 1936, to 131.7 on November 1, 1937, while a shortage in skilled labour of the type particularly applicable to residential improvement work developed during the summer months in many centres throughout the country," the report states.

### ***Construction and Tourist Industries***

While the Commission noted that "appreciable progress" was made last year in the use of facilities provided under the Dominion Housing Act, it found the revival in house construction had not kept pace with revival in other lines. It attributes this to the following causes:

- I. The high cost of building a home, resulting in it being generally far beyond the cash resources of the would-be owner, and necessitating his investing all his savings and pledging his future earnings over an extended period of time,
- II. The uncertainty of many citizens as to how long it will be convenient for them to live in a given locality, having regard to possible changes in their place of work,
- III. The difficulty for the owner in getting his investment out of a house, if circumstances should require him to dispose of it,
- IV. The uncertainty as to whether a given locality will as years go by become a more or less desirable neighbourhood in which to live,
- V. The high rate of taxation on real estate, resulting in few people caring to risk their savings in an investment that may involve a complete loss if they find themselves unable to pay these imposts.

Referring to the fact that its low rental housing plan is attached as an appendix to the report, the Commission once more emphasizes the importance of early action along these lines. It expresses the opinion that lack of adequate housing facilities for persons unable to pay an economic rent "is undoubtedly a breeder of unemployment."

Stressing the importance of the tourist trade as an employment factor, the Commission recommends "that the Dominion government

set up an Advisory National Tourist Committee, representative of all the Provinces, to advise governmental and other interested bodies respecting policies and administration of such phases of the tourist trade as come within their respective jurisdictions or as may be deemed wise to be brought under Dominion jurisdiction, such advisory committee to be composed of a Minister from each Provincial government, a limited number of citizens interested in developing Canada's resources as attractions, representatives of the Canadian Association of Tourist and Publicity Bureaux, together with one or more Ministers of the Dominion government.

"The Commission submits that the following matters should be explored and advised upon:

National Tourist Highways,

Retail articles attractive to tourists on which import duties should be adjusted to reduce the sale price,

Souvenirs, in order that they may be symbolic of the products, history, or art of the Dominion,

Handicrafts, in order that the native crafts and skills may be taught, demonstrated and their products exhibited so as to stimulate their production and sale,

Historic forts and sites, their restoration and marking,

Sports and competitive sports projects,

Accommodation improvement."

### ***Employment and Rehabilitation Services***

Emphasis is laid in the report on the need for "an adequate employment service." With respect to youth training plans, now effective throughout Canada the Commission states its decided view "that such rehabilitation efforts must be directed towards the absorption of trainees in due course into private industry, or into occupation 'on their own', in contrast to methods which result in an increasing dependence upon governmental bodies for the provision of gainful employment.

"It will also be apparent that in order to achieve this aim of ultimate absorption into private industry, it is essential that the support of employers and labour or, where established, of Advisory Councils functioning in connection with the Employment Service, be obtained during the formative stage of local attacks on rehabilitation problems. Only in this way can such projects as are devised to increase 'employability' be kept practical in nature and be confined to the necessitous unemployed (including particularly those on the relief rolls), so permitting of the liquidation of the residual problems arising from the depression relief measures."

Rehabilitation through land settlement is discussed in the report. The Commission, it is stated, has given study to this matter in particular relation to problems of direct relief presently being paid to farmers and settlers, exclusive of those in the drought areas of Western Canada. The Commission's recommendations were as follows:—

- I. Assistance to settlement to be shareable by the Dominion, the Provinces and/or the Municipalities, and to be of two kinds, viz:
  - A. Assistance in establishing new settlements on unimproved lands,
  - B. Assistance in re-establishing on improved lands in good localities, settlers who are now located in districts unsuited for agriculture.

In plans for increasing employability, agricultural rehabilitation must play an important part, the Commission states.

The immediate Commission policy has been directed towards a contraction in public works programmes *at this stage of recovery*, where formulated for the purpose of relieving unemployment, the report sets forth. "Experience in this and other countries has shown that such programmes fall short of their objective in that they:—

- (1) duplicate the demand for skilled labour of which a scarcity has become evident in many centres, at the very time at which industry needs such skilled workers if it is to absorb the unskilled element still awaiting employment;
- (2) overlook frequently the unskilled worker whom they are intended to help, unless the works in question are chosen with unusual care;
- (3) create a feeling of dependence upon government for work opportunities and even attract people out of private industry into the field of governmental work;
- (4) represent the most expensive method of putting men to work, so tending to restrict employment in private industry because of the discouraging effect of the resultant taxation burden.

"The Commission directs special attention to the urgency of its recommendations for correlating Dominion and Provincial Public Works and works projects programmes with financial provision to the Provinces under the Grants-in-Aid for Unemployment Relief, and points out that until this is done unnecessary wastage and overlapping will continue."

The Commission urges prompt modernization and extension of the Employment Service of Canada. This should be done "with a view to a better linking together of employer and employee; to pro-

viding focal points for attacks on local employment problems, and as a means of gauging the relative degree of employability of those in receipt of Aid. In discussions which the Commission has had in recent months, general agreement has been expressed by all Provincial governments as to the unsuitability of the existing set-up, and of the restricted services, of the Provincial Employment Services in fulfilling these vital functions.

"The Commission wishes to emphasize the urgency for action. It recommends that the Service be placed immediately under the direction of the Dominion government, both as to controlling principles and broad policies, but with provision for the appointment of strong regional directors, and regional advisory councils, to whom certain decentralized powers would be given, so as to ensure adequate weight being accorded, and attention being paid, to the problems peculiar to particular regions. The success of any nation-wide programme of local plans developed in order to disperse the remaining problem is undoubtedly dependent upon such reorganization."

After referring to the fact that the Commission issued a monthly bulletin in both English and French which was widely circulated, the report recommends that "irrespective of the existence of the National Employment Commission, factual information be regularly released to the public regarding the numbers of persons and type of distress involved, so as to ensure as wide an understanding as is practicable of the extent and nature of the problem."

### ***The Women's Employment Committee***

A part of the report is devoted to reviewing briefly studies made and conclusions reached by the Women's Employment Committee of the Commission. This Committee expressed the view that "the school which occupies the child's life from infancy to adulthood should assume a greater responsibility in fitting that child for practical entry into gainful occupation, and that such preparation should be closely related to employment needs on leaving school."

It commented on the "relative unattractiveness" of household occupations to young women as an employment opportunity. Through a reorganized Employment Service of Canada much practical reform could be brought about voluntarily to improve conditions. For example, the report suggests, "such voluntary reform could establish standardization in the requirements of household service, standardization of the skill of workers, principles of fair dealing between employer and employee, vocational guidance to direct the right girl into the service, and a follow-up service to readjust misplaced workers.

"In the case of the older employable self-dependent women on relief (and most of the 4,390 self-dependent women on relief are in the upper age brackets), the Women's Employment Committee is

strongly of the opinion that an assessment of their individual capabilities should be undertaken by trained women placement officers, and opportunities provided for training and retraining for specialized services.

"Finally, the Women's Employment Committee is of the opinion that the Dominion government can render a genuine service to all gainfully occupied women, particularly in industry and trade, by establishing in the Dominion Department of Labour a Women's Bureau to undertake research in connection with the employment of women, and to provide the machinery for educating the public to the point that working conditions and wages are improved, all to the end that employment conditions for women may become more attractive."

### ***Action Along Four Lines Needed***

In concluding the first section of its report the Commission summarizes under four main heads measures it considers will be necessary if advantage is to be taken of improved economic conditions to disperse the problems which have arisen in connection with provision of Unemployment Aid in recent years, as follows:—

- (1) Utilization and further development of the statistical breakdown achieved by the Commission since September, 1936, to overcome the present confusion of purpose by segregating the many different types of distress in the different local centres. This to be done with a view to remedial action, and where remedial action is impossible, to a better considered and more permanent basis for taking care of such types of distress.
- (2) Abandonment at once of the present method of making indiscriminating grants for the purposes of the "dole", and substitution therefor of specific grants tying in with the remedial or "care" measures foreshadowed in (1). Such new grants to be made only on a basis of established need, and with adequate administrative controls and follow-up.
- (3) Development locally, but on a nation-wide scale, of practical plans, suitable to employment opportunities likely to be available in each region, which will tend to increase the "employability" of those still receiving Aid. This to be done by means of:—
  - (a) plans to train those in the younger age group who in recent years have lacked experience in gainful working;
  - (b) plans to restore the skill, physique and morale of those in the middle age group;
  - (c) works projects which will provide a measure of useful work for those, particularly in the older age groups, for whom plans under (a) and (b) would be unsuitable. This to be on the understanding, however, that such projects will meet the following criteria:—
    - (i) Importance in stimulating increased non-governmental expenditures; e.g., roads into mining or tourist areas.
    - (ii) Economic importance in improving the competitive position of industry, particularly of export industries; e.g., improvement in dock facilities; afforestation or other conservation measures.
    - (iii) Value in absorbing a high proportion of the type of labour available in the district in question, while at the same time making but slight demands on those types of labour of which a scarcity is becoming increasingly apparent; e.g., projects calling for a high proportion of unskilled labour such as elimination of grade crossings.



- (iv) Low operating costs and low permanent overhead charges (interest, etc.,) in order to permit of economies for governmental units as conditions improve; e.g., reclamation works; land clearance, etc.
  - (v) Social value to the community, e.g., sewerage and park or other beautification projects.
- (4) Prompt establishment of a modernized Employment Service, under national direction so far as all broad principles and policies are concerned, but with such measure of decentralization as will provide effective handling of problems peculiar to each Province. This Service to provide the administrative local units required to bring about the separation of employables from unemployables, and to formulate such local plans (see 3) as will increase "employability". To this Employment Service would be attached regional and, where necessary, local advisory committees, of community-minded citizens, including representatives of employers and labour, in order to ensure that such plans are really practical instead of theoretical.

### ***Considerations of Long Term Policy***

The second section of the report consists of a study entitled "The Impact of Depression on Canada." In it the Commission advances the view that "by persistent and intelligent development of the material and human resources of Canada, the standards of living and the economic security of all groups of citizens can be continuously improved." As the fortunes of Canada are "inextricably bound up with those of the great industrial countries of the world," this Dominion "must be prepared to meet business fluctuations, whether large or small, which may arise from circumstances over which it has no control."

The report defines an economic depression as "a state in which the national income falls below attainable levels not because of any shortcomings in the technique of production or in the bountifulness of nature, but because maladjustments of costs and prices (themselves arising from a great variety of causes) prevent the use of labour, capital, and resources to the extent that they have hitherto been used. Though crop failures and other disasters may intensify the distress arising from depression, unemployment of labour, capital and resources is of its essence."

"For countries such as Canada, i.e., debtor countries, deriving a relatively high proportion of income from the sale of exports, economic fluctuations, including their depression phase, are largely external in origin and, to a degree, uncontrollable. The main responsibility for controlling world depressions must fall on the great creditor and industrial nations of the world. Though Canada may make contributions towards such control, governmental and business policy can be most effective, in the main, in restraining excessive and misdirected investment and in facilitating Canadian readjustments to changed world conditions of prices and costs."

After analysing the factors which cause depression, this section of the report cites the following points which indicate the proper direction of policy: "(a) the importance of prudence and courage on

the part of governments in curbing expenditures and reducing debts in periods of rising revenues, (b) the great advantage of intelligent and informed control of credit by the Bank of Canada, (c) the necessity of a reorganized and modernized Employment Service, (d) the need for financial and administrative preparation for the relief of unemployment distress during a period of readjustment, (e) the desirability of provision for expansion of public expenditures when essential readjustments have been completed, and (f) the importance of projects to maintain and increase the employability and resourcefulness of workers."

### ***Principles Suggested in Granting of Dominion Aid***

In its Interim Report the Commission strongly recommended that "so long as the present constitutional basis exists, the method introduced in 1934 of granting Aid on a temporary basis, without definite or adequate control, should be abandoned by the Dominion and the following basic principles accepted:

1. That the primary responsibility for the relief of distress should remain with the Municipal authority and/or the Province;
2. That the Dominion should contribute thereto only when in its view it is shown that a practical necessity exists because of the unusual nature or extent of the distress;
3. That the Dominion should attach such conditions in the granting of such Aid as it deems necessary and proper with due regard to—
  - (a) careful co-ordination of effort, and
  - (b) supervision through the designation of a proper Dominion authority.

The Commission participated in conferences between representatives of the Dominion Department of Labour and of the respective Provincial governments held for the purpose of discussing new agreements along the lines of the Commission's recommendations.

The Final Report refers to the fact that the Dominion government has already invited approval of the Provinces to constitutional changes "required in connection with the introduction of a nationally administered system of Unemployment Insurance and Employment Service." The Royal Commission on Dominion-Provincial Relations will, it presumes, take into account any changes in financial obligations involved in this step.

"This Commission," the report proceeds, referring to the National Employment Commission, "also recognizes that the establishment of a national system of Unemployment Insurance would necessitate a supplementary system of Unemployment Aid to meet those phases of unemployment need which experience abroad has shown cannot

be covered by Unemployment Insurance. Such a supplementary system of Unemployment Aid would, in its opinion and for reasons stated later, be best administered by the Dominion. This further step would necessitate determination by the Royal Commission on Dominion-Provincial Relations of the financial basis on which such a system should be established, and in the light of all relevant considerations, of the wisdom of further constitutional and financial changes. The National Employment Commission does not consider it to be within its competence to express an opinion on these changes, other than to record its considered judgment that if financial and constitutional considerations should permit, the co-ordination of a nationally administered system of Unemployment Insurance and Employment Offices, buttressed by a similarly administered system of Unemployment Aid, would have decisive advantages over the present system in coping with problems of employment and unemployment."

### ***Responsibility for Various Forms of Assistance***

Responsibility of the Provinces and Municipalities for relief of distress arising from causes other than unemployment, is stressed in the report. "It should be made clear that under the system outlined the responsibility for the relief of distress other than that arising from unemployment as defined by the Dominion government Employment Service should lie with the Province and its creature, the Municipality," it states.

"In the establishment of Unemployment Insurance some financial provision will have been made for unemployment, and also a most important administrative provision for dealing with problems of employment and unemployment, but experience in other countries shows most definitely that an Unemployment Insurance scheme cannot be expected to carry the full burden of all unemployment," the report continues. "An assumption that it is only necessary to provide a system of Unemployment Insurance would, in fact, almost certainly lead to a complete breakdown. Unemployment Insurance can provide for casual unemployment and unemployment incidental to the changing of jobs and to the inevitable shifts of industry. Further it would, during the past depression, had it been in operation, have taken care of a considerable number of those who have been in receipt of relief for but short intermittent periods because work has been available to them from time to time.

"However, it is necessary to make adequate provision in advance for those who are in need through unemployment and who are not eligible for Unemployment Insurance as set up, as also for those who, through prolonged unemployment, have exhausted their Insurance Benefits. Unless this is done it is certain that there will be continued

pressure of public opinion to force extended benefits under the Insurance Scheme even though these may not be actuarially sound. Or, there will be pressure for the renewal of emergency relief measures, with all the lack of economy and sound administration inevitable when such emergency measures are taken. In the latter case the burden of providing for unemployment need in the case of those not covered by the Insurance Fund or for those who have exhausted their benefits, thus placed upon the Provinces and/or Municipalities, will only add to the popular agitation for extended Insurance Benefits the interested pressures of these Provincial and Municipal governments.

"It seems clear to the National Employment Commission, therefore, that a system of Unemployment Insurance ultimately necessitates, in addition, a system of nationally administered Unemployment Aid for the purpose of caring for need arising from unemployment not covered by Insurance Benefits. The administration of Unemployment Aid should be carried on along with that of Unemployment Insurance, although, of course, the Unemployment Insurance *Fund* must be kept entirely separate. The Employment Offices should also be under the same co-ordinated administration, and provision in all cases must be made for reasonable regional decentralization."

It is the view of the Commission, as expressed in the report, that "Unemployment Aid should be similar to Unemployment Insurance in that only such persons as have been hitherto employed, as have been self-supporting, and/or who are now employable, should be eligible for Aid. These facts should be determined by the Employment Service, suitable provision being made for referees in disputed cases. Aid, however, would differ from Insurance in that it would be proportioned to need and not to the contributions made to any fund. It would follow, therefore, that individuals in need and eligible for Unemployment Aid, as distinct from Unemployment Insurance, would not be entitled by statutory right to stated amounts, but that the Aid given would be modified in proportion to the means which the applicant had for providing for his own needs."

### ***Unemployment Insurance and Assistance Schemes***

The Commission considers it desirable that as far as possible those in receipt of Unemployment Aid should be required to work for the Aid received. "Contingent upon assumption by the Dominion government of administrative responsibility for Unemployment Aid, in order to permit of properly planned works for the older age group and training and reconditioning projects for the younger and middle age groups, and to ensure that financial provision will be made for them, it is recommended that Provinces shall undertake, on their

own behalf and on behalf of their Municipalities, to provide the expenses of materials, equipment, and supervision of suitably planned works approved by the Dominion, originated to provide an opportunity for those in receipt of Aid to work for the Aid given, and to receive such training and reconditioning as may be required to maintain or increase their employability. Under such projects the individual should be allowed to work only until he has earned, at usual wages for that class of work approximately the Aid given for a particular period."

Provinces and Municipalities should plan in advance, to the fullest extent possible, such special works projects as would in times of stress help to provide work for those receiving Aid. Works projects developed should not be such as to displace employed labour. Dominion approval for them would be required.

While Unemployment Insurance is necessarily restricted to those within the insured classes, Aid should be extended to those in need who are capable of, and available for, employment, as certified by the Employment Service, the report states. "These would include not only wage-earners but also workers on their own who found themselves in need through being out of occupation. In this class it is important to note, however, could *not* be included such categories as farmers and fishermen who are still at work but by reason of drought, low prices, or other circumstances, are unable to earn enough by their occupations to provide for their needs. Provision for this latter class involves such careful consideration of local standards of living, supplementary earnings, property ownership, and other factors, that it should be left to Provincial and Municipal responsibility. Neither would it include those whose need is social. Dominion administration in these fields is definitely handicapped and dependent on others for local knowledge. While there may be financial reasons why the Dominion should help when serious problems of this type arise, it is a financial question that is involved and as such is commended to the consideration of the Royal Commission on Dominion-Provincial Relations."

#### ***Unified Administration of Unemployment Insurance, Unemployment Aid and Employment Service Suggested***

The Commission envisages: "a unified administration of Unemployment Insurance, Employment Service of Canada and, as a corollary, of Unemployment Aid through which financial and administrative provision could be made for dealing with unemployment, and with certain phases of loss of occupation, as they arise. Certain other phases of occupational distress already mentioned, along with assistance and relief required because of social, as distinct from economic, distress, would not be included in such unified financial



and administrative provision. While in the former case the administration and the responsibility would be national and unified, it would not operate in a rigidly uniform manner, but would be subject to such decentralization as has been found practicable in national business organizations in this country.

"It should be emphasized that the limitations of the existing financial and constitutional framework and the broad functions of the Royal Commission on Dominion-Provincial Relations in viewing suggested readjustments in the light of all relevant considerations, are fully recognized. The National Employment Commission feels, however, that it would be failing in its responsibilities if it did not record its opinion formed out of its experience with problems of employment and 'relief' that since the Dominion government has already invited the co-operation of the Provinces to achieve a national system of Unemployment Insurance it would be in the interests of sound and economical administration that a unified and co-ordinated system of nationally administered Unemployment Insurance, Unemployment Aid and Employment Service be instituted. In stating thus its opinion the Commission is not judging the financial abilities of the various governments nor the source from which the funds should be derived; nor has it given consideration to any compensating readjustments which might be considered a necessary part of such a system: all these matters it considers to be beyond its purview. It is, however, recommending that the Royal Commission on Dominion-Provincial Relations give consideration to the views here expressed, as well as to the many other relevant factors which fall outside the National Employment Commission's terms of reference."

### ***Coordination of Public and Voluntary Aid***

The Commission recommends steps for co-ordinating public Aid, Assistance and Relief with Voluntary Aid. It suggests:—

- "1. Conference and consultation first between Dominion and Provincial governments (and, through Provincial governments, with Provincial and Municipal authorities where practical necessity indicates such a course to be advisable) with a view to establishing definite lines of responsibility for differing types of distress, such discussions to be followed later by further conferences with voluntary agencies in order to develop practices most likely to lead to effective co-ordination of State and voluntary effort;
2. Adoption and use of common terms, record forms, common statistical records and reports, and common procedures in accounting;
3. Isolation and treatment along special lines of problems requiring differentiation in attack."

### ***Planning of Public Expenditures***

Dealing with public expenditures, the Commission states "that hastily conceived or impromptu programmes of public works are dangerous and likely to be abortive. Such works are likely to be ill planned, their character and location is likely to be determined by immediate political considerations, and, if adequate financial preparation has not been made by the governments concerned, the credit position of the governmental unit in question may be jeopardized, thus reducing public confidence and promoting further contraction of private expenditures."

The initial burden of unemployment should be borne by Unemployment Insurance and Unemployment Aid, the report asserts. "It is sufficient in the initial period that governments should not violently contract expenditures, though this should not be understood to mean that governments should not continually strive for the most economical administration. Also, the case for expansion of public expenditures will be much stronger in Canada if expansion is already taking place in the large creditor countries, more particularly in the United States and Great Britain."

When works to relieve unemployment are undertaken, the Commission finds they may properly include:

- "Building of highways to permit the development of mining, tourist and other resources;

- Development and preservation of tourist regions;

- Projects for the improvement and protection of public health and safety, (such as provision of Municipal pure water supply and sewage disposal projects, elimination of railway and highway grade crossings, etc.);

- Slum clearance and low rental housing schemes in urban areas;

- Forestry plans for extending and preserving forests;

- Reclamation and conservation projects;

- Land clearance and settlement projects where the conditions are clearly favourable to successful settlement."

"It is desirable" the report states, "that similar programmes should be undertaken simultaneously by Dominion, Provincial and Municipal governments, but the Commission is of the opinion that while a co-ordinated programme may well be developed, the work on any particular project should be financed and administered independently by each government. Having reviewed the experience of the past seven years, the Commission is of the opinion that works, jointly financed and jointly undertaken, have with some important exceptions such as the construction of roads into new mining and tourist areas, been singularly ineffective in combatting unemployment."

Measures for stimulating private expenditures, of which examples are to be found in the Dominion Housing Act, and the Home Improvement Plan are necessary in addition to any public works programme.

"In the field of slum clearance and the development of low rental housing for those whose earning capacity does not enable them to live under conditions which are conducive to their own health and employability, or indeed to the public health, direct subsidizing of private and local initiative, whether by cash subsidy or by loan at less than commercial rates of interest, is desirable," the Commission states. "This is only so, however, if adequate care is taken to ensure, first, that there is a supply of unemployed labour of the type required and, secondly, that the benefits of subsidization will go to the low income groups whose position it is desired to benefit."

### ***Some Observations on Taxation and Employment Policies***

The report comments on "the restrictive and harmful effects which increasing taxation has upon private expenditures in productive industry, and, therefore, upon unemployment."

"A taxation policy that discourages industry from building up reserves will leave industry too weak to cope with adverse conditions; will hasten the coming of another depression, and will throw the entire burden of unemployment on the shoulders of the government as soon as the depression appears," it says.

"The Commission desires to direct the attention of the Royal Commission on Dominion-Provincial Relations to the possibilities of granting some relief under the income tax for expenditures actually made in replacing obsolete industrial equipment. It suggests that a special allowance might be made under the income tax law for expenditures made in replacing obsolete plant and equipment."

The problem which exists "because of the heavy burden of taxation placed upon land and buildings," is also mentioned. The Commission "is of the opinion that this heavy burden, which has increased rather than decreased during the period in which property values have declined so drastically, has been a direct deterrent to the recovery of private expenditures in the field of building construction; and that such tax readjustment as is possible and equitable would have a beneficial effect in promoting more rapid recovery in these trades."

Dealing with the effect on employment of limitation of daily and weekly working schedules, the Commission lays it down as fundamental "that employment in the production and distribution of goods or in services will not be increased by reductions in daily or weekly working schedules if the result of so doing is so to increase

costs or reduce quality as to either decrease output or retard expansion of the market for such goods or services."

It is suggested that employment might be expanded considerably if employers conducted an examination to ascertain "whether within their own industries the minimum number of working hours, consistent with the maximum efficiency in cost and quality of production and distribution, has been achieved."

"Large retail distributing establishments can also do much to assist in dissolving remaining problems in connection with Unemployment Aid by co-operating, where within their power, in pursuing an even buying policy", the report asserts. "Where orders are withheld for any protracted period, resulting in manufacturers having to close down their operations only to find themselves faced a few months later with a delayed demand which necessitates overtime working, inevitably there results, first, an unnecessary drain on the public purse in that workers frequently receive Unemployment Aid while the factories are closed down, and, second, unnecessarily high manufacturing costs, tending towards restricted demand because of higher selling prices."

The Commission discusses the effect on unemployment of the increasing use of labour-saving devices. It finds that looked at broadly "mechanization in both primary and secondary industries can be encouraged to the maximum where production of more or better quality goods results thereby, provided that a fair proportion of the extra economies resulting from these developments is expressed in the form of lower selling prices or better consumer value; and/or reduced hours of labour or higher wages for those involved. Still more should mechanization be encouraged where the result is the production of new types of goods or better service."

Canada, it is pointed out, must retain her trade position in competition with other countries. Should Canada lag behind in achieving advantages to be derived from technical improvements, the numbers of workers engaged directly and indirectly in obtaining her proportionate share in the export markets would dwindle.

The Commission realizes that introduction of labour-saving devices in particular industries or areas sometimes deprives workers of their livelihood. Here it finds a national responsibility ensues. This, the Commission states, can be met partially by Unemployment Insurance "and more importantly, by special measures made effective in such cases to transfer workers to new fields of available employment, or to train them where necessary for different work from that to which they have been accustomed."

### ***Rehabilitation and Training Measures***

In regard to rehabilitation and training measures, the Commission states that "an adequate supply of skilled or semi-skilled labour is an

essential at all times for the efficient carrying on of commercial, industrial and agricultural or other primary activities. The number of unskilled workers that can be placed in employment depends, to a considerable extent, upon the adequacy with which this requirement for the more skilled worker can be met."

The main responsibility for rehabilitation and training, other than that which falls on industry itself, rests with the Provinces, the report sets forth. "Although the recommendations respecting rehabilitation of older groups have not yet been put into effect, the operation of the youth training schemes, while handicapped by the lack of an adequate administrative field organization, has demonstrated their value and provided some experience upon which permanent schemes for training and rehabilitation of unemployed workers can be framed." In any future period of extended unemployment projects should be initiated sufficiently early to *prevent* necessitous young people from losing their morale and to ensure as far as possible the *maintenance* of the skill, physique and morale of the older group.

The Commission expresses the view, "that apprenticeship and learnership courses should be available at all times to meet the requirements of industry. These are constantly changing as a result of differences in type of product and methods of production. The main financial burden of this training work should necessarily fall upon industry, and thereafter the field is peculiarly a Provincial one. Indeed many of the Provinces have already provided by legislation for permanent machinery in respect to apprenticeship. The Commission feels, however, that the Dominion government could extend useful co-operation by establishing a division in the Department of Labour for the purpose of initiating and extending apprenticeship and learnership plans throughout the Dominion."

### ***Administrative Machinery Needed to Implement Recommendations***

The final section of the report deals with the question of what administrative machinery will be necessary if Commission recommendations are to be implemented in practice. Steps to carry out immediate as well as long range Commission recommendations are summarized under separate headings. So far, it is pointed out, the Commission has functioned almost entirely in an advisory capacity. This phase of the work is substantially completed, and a different type of activity, administrative as distinct from advisory, is required.

"The complex nature of the work still involved, the considerable period required to produce effective results, entirely apart from the administration of such services as are permanent in nature (e.g., Unemployment Insurance as and when established) and the policy



considerations and co-ordinating efforts required, make it quite evident that something more than the departmental machinery already existent will be required," the report states. "In fact, to leave this work in the hands of officials already over-burdened with their regular duties is to ensure a failure to solve this most urgent phase of national problems.

"Bearing in mind that the carrying out of the recommendations will require co-ordination of activities between departments of government, between Provincial and Dominion governments, as well as collaboration with industrial and labour organizations, it is recommended that the National Employment Commission be succeeded by a small administrative committee to be entrusted with the practical implementation of National Employment Commission recommendations as approved by the Dominion government. It is recommended that such an administrative committee be directly responsible to the Minister of Labour and be charged with the administration of such functions as Registration, Employment Service, Training and Rehabilitation Projects, Grants-in-Aid, Publicity, etc. As and when a national system of Unemployment Insurance is enacted, an independent commission to administer the plan would presumably be required and at that time the functions of related activities could be better co-ordinated under one administrative unit.

"In addition to, and working in co-operation with, the administrative committee already recommended, the Commission, in connection with its recommendations on 'Public Expenditures', has formed the view that desirable objects could be attained if there were in existence an inter-departmental committee of officials—upon which the administrative body recommended would also have representation—this inter-departmental committee to be charged with the duties:—

- (a) of examining from time to time and carrying on studies of economic changes likely to effect the volume of employment, and
- (b) of providing the government with factual analyses on which the government might base its decisions to expand or contract expenditures.

Such an inter-departmental committee might also be the medium through which plans could be developed in the appropriate departments for postponable public works to serve as a means of contraction and expansion of public expenditures.

"The Commission does not feel competent to prescribe precisely the composition of such a body, nor to lay down rigidly its relations to other governmental machinery. Its experience has convinced it, however, of the importance of providing a basis of knowledge for the

consideration of policies transcending the limitations of individual departments. It would be essential that such a body should be so constituted as to ensure the most careful consideration by the government of its findings. It may be that this could be best achieved by making such a committee responsible to a sub-committee of the Cabinet."

The report closes with expressions of appreciation to all those who have assisted the Commission during its period of office.

### **REASONS FOR DISSENT OF COMMISSIONER SUTHERLAND**

COMMISSIONER Mary M. Sutherland dissents from Chapters C and D of Section II of the report. In her "Reasons for Dissent," which follow the report, Mrs. Sutherland states that the Commission in its Interim Report fixed the prior obligation in meeting dependency definitely on the Provinces or, in turn, the Municipalities, as long as the present constitutional basis exists.

Nothing has happened to alter the constitutional basis existing at the time the Interim Report was submitted, Commissioner Sutherland says, but notwithstanding this the Final Report supports a change of administrative responsibility for Aid, with which she disagrees.

#### ***Does Not Believe "Unemployment Aid" Must be Corollary to Insurance Scheme***

"In the dissenting opinion it does not follow by any means that Dominion Unemployment Aid should become a 'corollary' to Dominion Unemployment Insurance. The action of the government in seeking to initiate Unemployment Insurance is interpreted to indicate an acknowledgement by the Dominion of the heavy burdens the Municipalities and Provinces are bearing on account of relief and a willingness to assist them, in a specific and defined way, in meeting the costly responsibility that is primarily theirs. The Dominion has chosen to assist by relieving the primarily responsible governments of that portion of such burden as results from unemployment which the Dominion believes can be met by some scheme of Unemployment Insurance. The primary responsibility for relief of distress remains, as always, with the Municipality and/or the Province, and should remain there.

"Neither does it follow, as the Final Report represents, that unless there is a system of Dominion Aid for the relief of other distress resulting from unemployment the Insurance Fund is liable to become actuarially unsound in a serious depression because continued pressure of public opinion may force extended benefits when Insurance Benefits have been exhausted or force on to the fund persons who should not

be beneficiaries. That would be impossible under the Canadian federal system of allocations of jurisdictions and responsibilities between Dominion and Provinces, each with certain sovereign powers."

Commissioner Sutherland asserts that "to represent that the Dominion should assume administration of the relief of distress resulting from unemployment and loss of occupation is to seek to destroy something that is fundamental in the spirit and pact of Confederation. It is to deprive Provinces of a responsibility and power that is their sovereign right. It is to add one more measureful to the volume of opinion already in existence in certain parts of Canada, which favours wider centralization of responsibility and power in the Dominion." She goes on to say that "to divide the jurisdiction that has been exclusively the Provinces' is to reduce the rights and powers of the Provinces. It is an unsporting attempt, because it is made at a time when the Provinces are under serious obligation to their creditors, to wrest some of their power from them; other powers would follow inevitably."

The Provinces have not made any representations to the Commission that they should be relieved of the responsibility for Aid, the dissenting report declares. It considers "such a change of responsibility for administration of relief of distress as proposed in the Final Report is very unfair to the Dominion."

***Believes Primary Responsibility for Relief Should Rest with Municipality and Province***

Mrs. Sutherland expresses the view that "there is a fundamental basis, that transcends in importance all others, for leaving the primary responsibility for the relief of distress arising from loss of income because of no work with the Municipal authority and/or the Province. It is that in a democratic government the individual has a more responsible attitude to and interest in government to which he pays his taxes directly and which he sees functioning for himself and his neighbours. The further removed and more centralized government becomes and the less direct its taxing powers, the less easily can the individual relate his own responsibilities to its functions. No matter which government is responsible for and administers relief of distress arising from loss of income because of absence of work, there will be constant pressure to increase the benefits and to enlarge the base of admittance to benefits. If responsibility and administration are centralized in the Dominion government, the important counter-pressure from local taxpayers will be eased."

The dissenting Commissioner predicts that the change proposed in the Final Report might eventually go much farther than is apparent at first glance. "Eventually the change, almost certainly, would result in the Dominion assuming the care of indigency resulting

from unemployment, the debts of the Provinces on account of relief, and sole responsibility for training and retraining schemes for unemployed youth. The Dominion must be prepared to face the claim, which almost certainly would be made, that the acceptance of the new principle should obtain from the initiation of the distress and should be applicable to all the distress resulting from loss of employment and loss of occupation," she asserts.

### **Summary**

In concluding it is submitted:

- "1. That Chapters C and D of Section II should not have been included in the Final Report of the National Employment Commission because the subject of their discussion is outside the Commission's reference;
2. That, having been included, it becomes necessary for the undersigned to dissent from the Chapters, believing:
  - (a) That it is fundamental that the primary responsibility for the relief of distress (in our reference distress resulting from unemployment or loss of occupation) should rest on the unit of government nearest the applicant, the Municipality and/or the Province, the Dominion contributing thereto when, in its view, a practical necessity exists because of the unusual nature or extent of the distress;
  - (b) That Dominion Aid or relief is not a 'corollary' to Dominion Unemployment Insurance;
  - (c) That the present allocation of functions and responsibilities implicit in the British North America Act between the Dominion and the Provinces is a sufficient safeguard against possible bankruptcy of the Insurance Fund under a Dominion contributory Unemployment Insurance scheme."

## Long-Time Problems of Public Relief

A Statement of Problems in the United States based on  
Senate Committee's outline on Unemployment and Relief.

BY ALLEN T. BURNS

*Executive Director, Community Mobilization for Human Needs*

### *Adequacy of Relief*

LET ME enlist the special interest of the Senate Committee on Unemployment and Relief in the 2,000,000 families on direct relief in our 48 states on the first of March. The relief principle I would have applied to them and all others dependent on government is: "Adequate relief for all, special favors for none." These 2,000,000 families were receiving \$22.00 relief per month on the average. "Is this adequate?" asks a leading question of your memorandum on the Long-Time Problems of Public Relief. What is the measure of adequacy?

First, take as a standard the amount received by another 2,000,000 families, those on W.P.A. They averaged \$50.00 per month. If W.P.A. families need this \$50 what can be said for the adequacy of the \$22 per month received by those on direct relief?

Are the two groups of families inherently different, one needing less relief than the other? Certainly a large majority of those on direct relief have members as employable as those on W.P.A. 730,000 families have come on direct relief since last September, presumably almost all employable since the unemployable needy were then already on relief. And half of those on relief last September, or 600,000 were estimated to be employable. This means something like two-thirds of those on direct relief, or 1,300,000 families are employable and yet are on the \$22 a month ration compared with the 2,000,000 on the \$50 a month allowance.

To these 1,300,000 should be added the untold thousands of employables in places like the District of Columbia and Missouri for whom no relief has been provided at all so they are not on the relief rolls. Many places have taken the administration at its word and assumed that practically all the employables would be on W.P.A. This turns out to be a statistical fiction, but a tragedy for thousands who have no place to go for relief.

The proportion of the needy so discriminated against has been growing steadily larger. W.P.A. is proving more and more inadequate for those newly in need and largely employable. Since September W.P.A. has increased its rolls 600,000, while the direct relief recipients have increased 730,000. So W.P.A. again proves even more inadequate for the new relief load of the recession, just as it was always inadequate for the total employable needy.

Another measure of the adequacy of this \$22 a month to the 2,000,000 families on relief is the average amount received by families three years ago under F.E.R.A. Then, nation, states and communities were pooling their resources to care for all the needy. Each family then averaged \$30 per month. Over 5,000,000 were on relief, half of them on work relief. Yet the combined resources of all governmental units could provide as much as \$30 per month. There was then no discrimination according to whether a needy person was lucky enough to get on work relief. "To each according to his need," applied to every one whether he worked or did not work. There was no such inequity as half the needy getting \$22 a month and half getting \$50 a month.

Adequacy of relief is a relative term. There is no prospect that the Federal Government will appropriate enough money to provide work for all employables at \$50 per month. The recent Federal appropriation of \$250,000,000 enabled W.P.A. to employ only 500,000 more on the average to the end of June when there were more than 1,000,000 employables newly in need of relief. But F.E.R.A. proved that the joint financing of relief by nation and states gave far more adequate relief to all than does the present policy of the Federal Government in caring for a favored fraction and leaving the rest to the mercy and resources of the states.

### ***Transients***

The needy most neglected are the interstate transients. These are not literally "men without a country" but they might as well be since they are men without a state, the only possible source of relief at present. Needy having no state residence are surely the most logical responsibility of the Federal Government, for they are still citizens of the United States.

The Federal Government should make direct appropriations for refunding to states the cost of care of these interstate destitute.

The requirement should be laid down that these refunds should be absolutely confined to transients who have no state residence. This would mean that no one could qualify for Federal transient relief until he had been on the road at least a year. States would see to it that transients with a residence were returned to their own states for relief. This would reduce to a minimum any inducement to become absolutely homeless in order to qualify for Federal relief.

### ***Advantages of Local Administration***

While the old F.E.R.A. program excluded discrimination between direct and work relief it proved also the financial value of local administration of relief under Federal supervision with a sharing of cost. In February of 1935 fully 5,250,000 instead of the 4,000,000 families



of 1938 were on relief. The 1935 families received \$135,000,000, the 1938 families \$147,000,000. Thirty percent more families were cared for at a slightly less total cost. All the families in 1935 averaged \$30 relief per month while half those in 1938 averaged only \$22. These figures illustrate the fiscal advantage of a local administration of relief under Federal supervision at a figure that is possible for all those in need when all units of government join forces.

A relief plan operated solely from the national capital is bound to result in such an expensive standardized relief scale as the present security wage at the going rate of pay. Only a relief plan administered by the neighbors of those in need can judge and adjust relief budgets according to actual needs. Any stereotyped relief standard imposed from Washington is bound to be expensive, rigid, and ill-suited to needs. No demonstration of the advantages of local administration and sharing in cost is more impressive than the total expenditures and numbers cared for by F.E.R.A. compared with W.P.A.

### ***Basis of Grants-in-Aid***

Grants-in-aid for both direct and work relief is no new Federal policy. It was followed under F.E.R.A. An improvement over F.E.R.A. would be secured if there were a required basis of sharing relief expense by state and nation as in the Social Security provisions for public assistance. This basis might be a mere fixed percentage of total cost, say two-thirds national and one-third state and local. But other factors need to be taken into consideration, such as proportion of population unemployed, per capita wealth and living costs. Whatever factors enter into the basis of grants, the basis should be required and not discretionary. Only so will states come forward with their share of the cost as they have in the social security program. A required basis of sharing the cost is indispensable to securing adequate state participation.

Let me illustrate the operation of such a plan. Suppose the basic rate of Federal participation were \$2 for \$1 of state funds. This \$2 would vary up or down according to how much the proportion of total population of a state that was unemployed was greater or less than the average proportion of unemployed in the country as a whole. A similar change would be made in the basic rate according to whether a state's per capita wealth was above or below the average. If a state's proportion of unemployed was 25 percent higher than the average the Federal Government would furnish \$2.50 to each \$1.00 of state funds. But if the same state's per capita wealth were 50 percent above the average the Federal Government would deduct \$1.00 or 50 percent of the basic \$2.00 rate from the \$2.50, leaving \$1.50 for every \$1.00 of state funds. In this way a composite but required rate of matching would be fixed. Only by fixing a purely

mathematical basis of Federal grants-in-aid, can grants be kept from being thrown into politics.

### ***Federal Supervision***

Federal grants should be contingent on states enforcing certain minimum standards set up by the Federal Government.

The first of these standards should be reasonable adequacy of relief on the basis of living standards in the respective states. This means no uniform national standard of relief, but the recognition of local variations in living standards. The Federal Government should require adequate relief taking such local standards into consideration. Adequacy is the primary argument for Federal participation in relief.

Also the Federal Government should require even handed granting of relief, with no discrimination between different classes or sections in a state. Need should be the only factor taken into consideration by the states. Race, color, occupation, place of residence, have no place in a relief plan. The Federal Government should see to it that these general principles are complied with but should have no voice in determining individual relief recipients. The Federal Government can justify its participation in relief only as these principles of equity are maintained.

Federal Government should also require relief administration personnel appointed solely on a merit basis. No function of government can be so personal as relief and by that same token no function can be so political. In the interest of economy as well as equity, merit appointments for relief administration are more necessary than in any other field of government.

These standards of administration should be enforced by a supervisory field staff large enough to have personal knowledge of the administrative set up, operation and application of Federal requirements in each state. This would involve thorough familiarity with the central relief office of the states and sufficient acquaintance with typical local offices to make sure Federal requirements were being complied with.

### ***Work Relief***

Work relief should be an integral part of any relief system. It might even be required of states by the Federal Government to the extent that useful work projects were practicable.

Work relief should be distinguished from public works, first, by the selection of workers primarily because they are in need rather than fitness for the job; second, by the selection of projects because of the kind of labor that is in need and can be used on work relief rather than because of the priority of public need for the particular

project; and third, by the spending of a minimum amount on material as compared with wages.

Work relief so understood can be operated only to the extent that projects are found which can be completed by the kind of labor available and which will become a real asset to the communities in which the work is done. No project will be undertaken solely for the purpose of furnishing work, but because of its actual usefulness. If such a criterion for selecting projects is established it will place a decided limit on the number of persons that can be cared for by work relief.

A further limitation would be imposed by a requirement that considering the kind of labor available projects be operated in other respects at 100 percent efficiency, e.g., as to number employed, skilled and specially employed supervisory staff, adequate preliminary planning, etc. In fact only such projects should be approved as can be carried out on at least a 75 percent efficiency basis, this deficit being due entirely to the kind of labor available.

It is such considerations as the above that have limited the inclusiveness and flexibility of W.P.A. as a relief program and slowed its expansion as relief needs have mounted in the last six months. Consequently, it is unsound to claim responsibility for all the employables and assume that they can all be cared for on a work relief program. This is an impossibility with a reasonably high standard of efficiency for work relief.

### ***Categorical Relief***

The Mobilization for Human Needs is for a unification of all relief and public assistance, national, state, and local. It is inefficient for one authority to be dealing with aged dependents, another with dependent children, a third with unemployed, sometimes all in the same family group. Economy and efficiency of administration alone should be sufficient argument against such divided responsibility. Visitors for several categories of relief tread on each others' heels in calling on the same family. Similarly any relief grant to one category should be made with full knowledge of what the needs and possible grants to other relatives are.

Categorical relief develops special pressure groups of both beneficiaries and relief administrators. Different rates of relief and Federal participation result in shifting of relief burdens from one category to another and unwarranted claims on both local and Federal resources. No greater indictment of categorical relief should be needed than the fact that special Federal provision for the aged developed a larger number of aged recipients of relief throughout the country than there were families on direct relief before the present recession. And the total relief given these aged individuals almost

equalled the amount given all the families on direct relief in the country. Such a premium on relief to a special class has developed an even more highly favored group than the W.P.A. workers. The proportion on relief of certain special favored groups of the population in some states has become an open scandal. From five to ten times larger a proportion of such groups receive public assistance in some states than in others.

The need of the situation cannot be summed up better than in the basic proposal of our National Citizens' Committee: "A single unified program to deal with the whole situation is imperatively needed. Such a unification of policy will undoubtedly make possible genuine economy both in local and Federal administration, without lowering standards of relief."

This unification of relief will require a gradual change. It could be begun by a uniform rate of Federal grants-in-aid for all relief recipients. Unification of administration would take time but a time limit should be set by Federal law.

The relief category whose end would remove more inequity and favoritism than all others is that of complete Federal responsibility for the selected group on W.P.A. That 2,000,000 families under special and exclusive Federal care should be averaging \$50 a month relief while more than a million families equally deserving and eligible for employment are relegated to local care and relief at \$22 per month should be a sufficient condemnation of categorical relief. Special favors to certain groups of needy and discrimination against others has no place in a public relief policy. Only by changing the present system to one of Federal grants-in-aid on an equal basis for all in need can a relief system be developed that embodies the principle, adequate relief for all, special favors to none.

### **DOMINION MAYORS EXPRESS VIEWS ON RELIEF**

AT THE Conference of the Canadian Federation of Mayors and Municipalities in Ottawa this year, the following resolution dealing with financial responsibility for relief was adopted unanimously: "That pending the Dominion Government taking over, assuming and discharging the full responsibility in the matter of unemployment relief, the said Government on the expiration of the present agreements with the respective provinces, enter into a new agreement with the provincial governments, whereby the Dominion Government assumes 50% of the cost of unemployment relief, including medical assistance and hospitalization, conditioned upon the provinces assuming at least 40% of the said costs."

## Problems in Domestic Service

AT A time when Canada is experimenting with special training courses for domestic workers as part of her youth training programme, an article appearing in "The Times Weekly" on January 27th, 1938, recounting some of Britain's problems in the same field is of interest.

"Attention is being focused upon the thorny subject of domestic service. The Minister of Labour, who recently made a tour of the industrial centres, is now credited with the intention of concentrating on London. Various societies are redoubling their efforts. Nor is the problem confined to our own country, for an international inquiry into conditions of household employment, organized by the World's Y.W.C.A. at Geneva, has been pursued throughout the last year; the work of tabulating the results of a *questionnaire* sent to very many countries has just started, and a report may be expected shortly. But it seems as though the subject is of particular urgency among us. At any rate, it is a menace to our home life which cannot but be regretted, and we have only to look around to see how domestic difficulties dominate.

### *Cause and Effect*

Two factors are clear. First, we are suffering from the lack of the babies who were not born or who suffered grave disabilities 20 years ago. Secondly, there is the violent aversion from so-called "service", reinforced by the number of employments competing with it for girls and young women, to which must be added the impatience of routine and restriction so general to-day. The first we cannot help. It is towards an understanding of the second, and discovery of possible readjustments to meet it, that investigation must be directed.

Among the agencies which have been at work upon the subject is the Domestic Fellowship, less well known than it should be: an association of mistresses and maids (affiliated to the Household Service League) with branches in the residential districts of London. It devotes itself to promoting understanding and removing (often unsuspected) grievances, and to establishing those good relations upon which the structure of domestic peace is largely built.

This foundation is of the first importance. It goes deeper than hours of work or of leisure, dwarfing the details of caps and nomenclature into almost ludicrous insignificance. So long as girls are only forced into domestic service *faute de mieux*, hating it and ashamed of it, possessed of suspicion of their employers or content to grab money with no desire to earn it either by skill or industry, so long is the prospect bleak indeed.

### **Reasons for Prejudice**

Recently one society sought to find out the reasons for the prejudice against domestic work by means of a *questionnaire* sent to a very large number of its members engaged in it. First in the list of tabulated results came, as one would expect, the restriction of liberty, loss of evenings and so on. The second was the way in which maids were spoken to by their mistresses. Farther down the list of "reasons" than one would have expected came the loss of social status felt to be involved. The type of girl questioned has, of course, a distinct bearing upon this; but there can be little doubt that the reason, illogical, foolish, snobbish if you will, is a very real deterrent to the type of girls from good homes, who are just those to whom the conditions of good service, with its comfortable quarters and refined surroundings should appeal.

Quite obviously the problem is not a material one. In few ways can young women earn so much money with every expense paid. In none are they so free to choose exactly the conditions of their lives—in town, country, or by the sea, near their relatives or far from them in independence, in a cheery, untidy home with much to do and that sketchily performed, or an exquisitely equipped one where quality and not quantity of work counts; in a pleasurable whirl of parties alternated by periods of little more than idleness, or a quiet, steady routine; with children (or dogs) or without them; in big staffs or small—surely no one is so free to live as she likes as a capable maid."

### **INSTITUTIONAL CARE FOR THE UNMARRIED MOTHER AND BABY**

THE ILLEGITIMACY Committee of the Welfare Council of Toronto has just published a report representing its conclusions on "Standards of Institutional Care of the Unmarried Mother and her Baby" following a two year study. The Committee has been comprised of the head workers of institutions in Toronto, members of their boards and representatives of other social and health agencies.

The findings of the report, which should be of wide interest in Canada, embrace the following topics:— purpose of the agency, plant, staff, the board of directors and the head worker, admission policies, communicating with the girl's family, length of stay in the institution, payment for care, care of the girl's health, training the girl, care of the baby, adjustment of the girl when she leaves the institution, plans for discharge of the baby, work with the putative father. An appendix outlines a daily time schedule for the institutional regime.

Enquiries should be addressed to the Welfare Council of Toronto, 86 Queen's Park, Toronto.



# **The Placing of Children in Families**

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## **I. FUNDAMENTAL PRINCIPLES OF CHILD PROTECTION**

The first of two articles based on a memorandum prepared for study by the Advisory Committee on Social Questions of the League of Nations by Robt. E. Mills, Director of the Children's Aid Society, Toronto, Ontario.

**T**HE MOST significant characteristic of childhood is the dependence arising from its immaturity—physical, mental and social. The child's need for care and guidance is obvious, and in even the most diverse civilizations the institution of the family is a recognition of this need.

The recognition of the child's right to parental care varies, however, with the stage of development of the community. It is only in comparatively recent times that the State has specifically undertaken to enforce in the fullest sense the parental obligations for which the family exists. It is in the modern child welfare legislation of different States that the community definitely asserts for the first time its determination to see that every child has reasonably adequate care and guardianship. Prior to these enactments the care and upbringing of children were deemed to be the exclusive concern of the parents, children being regarded almost as chattels with which the parents could do much as they liked within the broad limitations of the laws that protected all persons. There was no special protection for children as such. Now, however, legislation for the protection of children in many countries provides both the power and the machinery to coerce parents who are delinquent in their care of their children and, where necessary, to take the children from their parents and provide them with the adequate care and guardianship that their parents had failed to give them. Thus the right of a child to parental upbringing in accordance with the standards of his community and the obligation upon the State to see that he gets such upbringing are now clearly expressed both in law and organization.

### ***The Community's Obligation***

Perhaps no more striking instance could be cited of this change in social tradition and the distance that has been traversed from the patriarchal and feudal theories of the family of an earlier society down to the present humanitarian philosophy than the Guardianship of Infants Act passed in England in 1925, whereby it is expressly affirmed that the Court must not take into consideration whether the mother or the father has a superior claim to the custody of a child, but must give "first and paramount consideration" to the child's interests.

As life becomes increasingly complex, the community finds it necessary to supplement more and more what the parent can normally be expected to provide for his children. Schooling, once part of the home training, is now generally provided by the State. As people have come to live on less and less ground area, the inadequacy of family playgrounds and the necessity for community facilities for play have become increasingly obvious. Similarly, in a great many other directions the parents' task is being shared by the community. Community services providing child-training, health-teaching and even religious guidance are interesting examples.

However, with the aid of these general services that are normally available to all in the most progressive States to-day, parents as a rule fulfil their obligations in respect of the care, training and guidance of their children as a matter of course. Although the quality of the upbringing varies greatly according to the parents' capacity and sense of responsibility, the cases where it falls definitely below the minimum standards that the enlightened public opinion of the community insists upon in the average State are sufficiently rare to be considered abnormal and hence are regarded as requiring special provision to be made by the community.

#### ***How the need for placing arises***

The failure of parents to provide for their children the care and upbringing that the community expects of them is generally attributable to one or more of the following circumstances: inadequate resources; culpability or incapacity of the parents—such as viciousness, cruelty, mental deficiency, moral obliquity, insanity, etc.; serious domestic maladjustments, etc., and social handicap beyond the parent's control, death of either or both parents.

In all cases the special provision the community makes, whether through private organizations or public departments, should have as its basic purpose the prevention, if possible, of the break-up of the family. The modern art of case-work accepts family life as a normal condition and exerts its insight, ingenuity and effort in diagnosing and treating those ills that make for inadequacy in family life, especially in terms of the care and upbringing of children. Where the only obstacle to the proper care of children by their own parents is lack of the material necessities of life, the problem is comparatively simple. In such cases the need is met by some form of "social insurance", such as unemployment, sickness, or old-age insurance, workmen's compensation, widows' pensions, etc., or failing these, by direct material relief. Obviously, it is quite unnecessary, and therefore unjustifiable, to place children for care away from their own parents for reasons of poverty alone.

There are, however, situations in which parental inadequacy arises from causes quite different from economic ones, although

frequently complicated by them. Where it is wilful misconduct of the parent that threatens the well-being or safety of the child, the problem is primarily one of changing the child's behaviour, and as such falls clearly to the social case-worker. Where the problem of the parents' behaviour arises from incapacity—whether ignorance, defective intelligence, perversion, or insanity—again the problem is one for which the case-worker has to devise a solution. In like manner, where incapacity to care for children satisfactorily arises largely from external causes, as is the case where community prejudice may place almost insuperable obstacles in the path of the unmarried mother with her child, the problem is one of adjusting relationships, and social case-work is again the method of approach. Even in the extreme case, where the problem arises from the fact that there are no parents living, the task of finding a solution is one for case-work, since the possibility of placing the responsibility upon relations must be thoroughly explored.

In all the situations suggested, case-work will utilise to the full the various social resources of the community. In one it may be a relief fund to meet the economic need; in another a behaviour clinic to help in the understanding of the personalities involved, or a court to exert legal pressure; in another a visiting housekeeper or organization to "hold the fort" during the mother's temporary absence, or to teach her the rudiments of household management; in another a mental hospital to diagnose and remove an insane or seriously defective parent, and so on. In some cases the efforts of the case-worker may enlist many different types of social agency to find solutions for the problems involved.

In the vast majority of cases the careful use of such methods and resources ensures a quality of child care sufficient to meet the minimum requirements of the community, and there is no need to remove the child from his own home. But however well child welfare case-work is done, there are and always will be a number of children who should be cared for away from their own homes.

Most of the children for whom care must be provided otherwise than under the parental roof are given such care at their parents' request. The parents are not unfit guardians, but for some reason are unable themselves to give their children the care they need. Possibly the mother is in hospital, the father is working for a low wage, no relatives or friends are able or willing to look after the children and there is no suitable accommodation for a housekeeper. Such parents require assistance in carrying out their responsibilities,—really economic assistance through service, and in a way a form of relief. Usually their need is of a temporary character, but there are always widowers' children and similar cases\* that will require care

\*These latter may include a wide group—the mother employed elsewhere, the elder sister or brother assisting younger children etc.

to maturity. In none of these is there any thought of depriving the parents of their parental rights.

### ***Legal and Judicial Aspects***

Admission of such children to the care of an agency, whether public or private, is a purely administrative function, similar to the administration of other forms of assistance or relief. It does not require nor can it justify the intervention of a court of law, because no one is being deprived of his legal rights.

There remain, however, those children who must be cared for away from home because of inadequate guardianship,— either because their parents are found to be absolutely unfit to have responsibility for their guidance and direction, or because guardianship is non-existent by reason of complete orphanhood. Clearly these cases should be dealt with by a court of law, because important legal rights are involved. If the parents are unfit guardians, it is only a court of law that can properly deprive them of their natural rights in respect of their children and create a new guardianship. If the parents are dead, it is properly the function of a court to appoint a legal guardian for the child. If the parents are dead, the need for foster-care will, of course, be a permanent one. If the parents are living but unfit, the need for care will probably be permanent, although the temporary constitution of new guardianship may be tried to enable prolonged efforts towards rehabilitation to be made. But if the seriousness of depriving a parent of his guardianship rights is thoroughly understood, it is probable that every reasonable effort will have been made to render the child's home and parents safe for him before resorting to even a temporary change of parental guardianship.

### ***Study of a child upon decision to admit to care***

Whether a child is to be cared for merely as a service to his parents and without any change in parental rights or guardianship (that is, as a "non-ward"), or whether his parents are deprived of their rights temporarily or permanently and the child is to be cared for as a "ward", the choice will have to be made between institutional and family foster-care. But whichever type of foster-care is eventually used, the "admission" case-work process by no means ends with the decision to admit the child to care. The task of really getting to know the particular child in question as quickly as possible, so that his individual needs can be intelligently met, is a tremendously important one, requiring keen human sympathy and understanding, and skill in the utilisation of the specialized technique that has been developed for the purpose.

When caring for homeless children was visualized largely in terms of food, clothing, and shelter, the whole process was much more simple; in fact little, if any, effort was expended upon inter-

preting individual differences to those who would give the care. So far as those who accepted them knew on admission, the children coming to them were as alike as peas in a pod, and in many cases they endeavoured, as far as possible, to treat them as such. It remained for them to learn through the passage of time, and often by bitter experience, significant facts that could have been available from the beginning.

Now, however, the outlook on child-care is entirely changed. Most communities are sufficiently advanced in child welfare concepts to consider adequate food, clothing, and shelter as merely an obviously necessary minimum in the child's physical care, and to place their main emphasis upon the medical and psychological needs of the child. Child welfare effort is now tremendously concerned about what kind of a child its care will produce. The quality of the product and the real test of the care given are judged, not by the smoothness with which the child is able to fit into the artificial training situation, whether institutional or other, but rather in terms of how satisfactorily he is able to function on his own in the community when the agency has done its work. Physical fitness, sound health habits, good general adjustment to life and people, judgment, initiative, and thrift, are typical of the things upon which modern child welfare concentrates.

Obviously, then, it is desirable to know at the earliest moment everything possible that will have a bearing upon these matters. A comprehensive social family history will throw light upon both the heredity and the environment by which the child has been moulded. Careful physical examination will discover physical defects which should be remedied, and will often help to explain peculiarities of attitude or behaviour. Psychological study will help greatly in properly estimating the child's various capacities and in revealing and explaining his peculiarities of personality and in suggesting general lines upon which his training should proceed. Direct observation, by a skilled lay superintendent or matron, as to how the child behaves in the ordinary situations of daily life, provides valuable data for the physician and psychologist and at the same time supplies a practical impression of the child that often forms a salutary check upon the findings of the specialists.

### ***Receiving-home or Observation Facilities***

For these reasons child welfare workers agree upon the necessity of an intensive study of the child before the routine of care is finally established in an institution or foster-family home. In order to facilitate this individual study, many organizations operate a receiving or observation institution, while others prefer to study the child through foster-parents, field staff and clinics in the more normal environment of family life.

Receiving-home accommodation, whether in an institution or special family foster-homes maintained for the purpose, makes various other valuable contributions to the effectiveness of the child welfare system. In general it prepares the child for the environment in which he is to live so that his chances of successful adjustment thereto are increased. It absorbs the unpleasant shocks of admission—an idea terrifying enough in itself without the added ordeals of cleaning, delousing, being provided with an outfit, adjusting to unfamiliar food, and to unfamiliar customs, particularly table manners and the like. Often the receiving-home provides an intermediary stage, between the child's own home and his foster-home, that eases the transition. In any case painful reactions to admission are not as likely to associate themselves in his mind with the care in which he will ultimately remain. The receiving-home also performs a useful function in early diagnosis and segregation of incoming cases of communicable disease.

### **Recent Publications of The League of Nations of Special Interest to Social Workers**

Any of the following may be procured from the Literature Service, League of Nations Society in Canada, 124 Wellington Street, Ottawa:

#### ***Nutrition***

NEW TECHNICAL EFFORTS TOWARDS A BETTER NUTRITION (League of Nations), 35 pages, \$0.15 (\$0.17 post-paid). What national nutrition councils can do at home and through international cooperation to raise the level of general health.

THE MILK PROBLEM: A CRITICAL STUDY OF ITS NUTRITIONAL, HYGIENIC, ECONOMIC AND SOCIAL ASPECTS (League of Nations), offprint from Bulletin of the Health Organisation, June 1937, 134 pages, \$0.50 (\$0.55 post-paid).

THE NUTRITIVE VALUE OF MILK, 12 pages, \$0.10. Statement by the British Advisory Committee on Nutrition, counterpart of the Canadian Council on Nutrition, which is engaged in an effort to increase milk consumption in the United Kingdom.

ADVISORY COMMITTEE ON NUTRITION: FIRST REPORT, (London, England), 52 pages, \$0.30. Information on existing conditions in the United Kingdom and suggestions for immediate government action.



FINAL REPORT OF THE MIXED COMMITTEE OF THE LEAGUE OF NATIONS ON THE RELATION OF NUTRITION TO HEALTH, AGRICULTURE AND ECONOMIC POLICY, 327 pages, \$2.00 (\$2.12 post-paid). A full, readable and authoritative statement of the various problems that must be solved if all classes are to enjoy proper nutrition standards. It includes a revised list of elements required in diets of men, women, children and infants, as recommended by the technical committee on nutrition under Dr. Mellanby's chairmanship.

### ***Child Welfare***

CHILD WELFARE INFORMATION CENTRE: SUMMARY OF THE LEGISLATIVE AND ADMINISTRATIVE SERIES OF DOCUMENTS OF THE CHILD WELFARE INFORMATION CENTRE TO DECEMBER 31ST, 1937, 52 pages, \$0.25 (\$0.27 post-paid). Principles, in briefest outline, on which child welfare legislation in various countries is based.

SUMMARY OF ANNUAL REPORTS FROM GOVERNMENTS WITH REGARD TO CHILD WELFARE, JANUARY 1ST, 1936 to April 15th, 1937, 98 pages, \$0.25 (\$0.29 post-paid).

CHILD WELFARE COUNCILS, DENMARK, NORWAY, SWEDEN (League of Nations), 96 pages, \$0.60 (\$0.64 post-paid).

PRINCIPLES APPLICABLE TO THE FUNCTIONING OF JUVENILE COURTS AND SIMILAR BODIES, AUXILIARY SERVICES AND INSTITUTIONS (League of Nations), 50 pages, \$0.40 (\$0.43 post-paid).

CHANGING ASPECTS OF CHILD WELFARE—Article in Bulletin of League of Nations Teaching, No. 4, p. 117-131, \$0.65 (\$0.72 post-paid).

### ***Traffic in Women and Children***

WORK OF THE BANDOENG CONFERENCE: TRAFFIC IN WOMEN IN THE EAST, 86 pages, \$0.25 (\$0.28 post-paid). Review of conditions prevailing up to the time of the Java conference, August 1937.

SOCIAL SERVICES AND VENEREAL DISEASE: ENQUIRY INTO MEASURES OF REHABILITATION OF PROSTITUTES (League of Nations), 66 pages, \$0.30 (\$0.33 post-paid).

TRAFFIC IN WOMEN AND CHILDREN: CONFERENCE OF CENTRAL AUTHORITIES IN EASTERN COUNTRIES, BANDOENG (JAVA), February 1937, 116 pages, \$1.10 (\$1.16 post-paid).

### ***Housing***

THE HYGIENE OF HOUSING (League of Nations), Bulletin of the Health Organisation, August 1937—Articles on the hygiene of environmental conditions in the dwelling and on noise and

housing, in addition to the report of the League's Housing Commission, 46 pages, \$0.65 (\$0.72 post-paid). Followed by Dr. Wroczynski's 131-page article on Physique and Health, also available in a separate reprint at \$0.50 the copy.

***Publications of the International Labour Office***

EVALUATION OF PERMANENT INCAPACITY FOR WORK IN SOCIAL INSURANCE, 375 pages, \$2.75.

COLLECTIVE AGREEMENTS, 286 pages, \$1.50. One of the most useful publications issued by the I.L.O. A guide to successful bargains between employers and workers.

THE WORLD TEXTILE INDUSTRY, 2 vols., \$2.00 per volume. A thorough analysis of conditions surrounding this industry and the lives of textile workers.

TRIPARTITE TECHNICAL CONFERENCE ON THE TEXTILE INDUSTRY: RECORD OF PROCEEDINGS, Part I, 71 pages, \$0.50. Recommendations and reports adopted by the conference.

THE SOCIAL CONSEQUENCES OF THE ECONOMIC DEPRESSION, 364 pages, paper \$2.00, cloth \$3.00.

TECHNICAL AND VOCATIONAL EDUCATION AND APPRENTICESHIP (for early publication), about \$1.50.

***Miscellaneous***

ASSISTANCE TO INDIGENT FOREIGNERS: REPLIES OF GOVERNMENTS TO QUESTIONNAIRE CONCERNING METHODS AT PRESENT APPLIED IN DIFFERENT COUNTRIES, 23 pages, \$0.25 (\$0.27 post-paid).

STATUS OF WOMEN: COMMUNICATIONS RECEIVED FROM GOVERNMENTS AND WOMEN'S INTERNATIONAL ORGANISATIONS—CANADA, 5 pages, \$0.15 (\$0.16 post-paid).



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## MATERNAL and CHILD HYGIENE

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### **The Health of the School Child**

**Annual Report of the Chief Medical Officer  
of the  
Board of Education for the year 1936**

*Abstracted by*

**LLOYD P. MacHAFFIE, M.D.C.M.**

*Staff Consultant in Pediatrics, Canadian Welfare Council*

**T**HIS COMPREHENSIVE 136 page report dealing with the school medical service in England and Wales, with all its ramifications and associations with corrective agencies and municipal health authorities, like preceeding annual reports, should prove intensely interesting and illuminating to school health services and educationists in Canada. The report can be purchased for 2 shillings at Adastral House, Kingsway, London, W. C. 2.

The chief medical officer of the Board of Education is also the chief medical officer of the Ministry of Health. Many of the school medical officers are also officers of health in the communities in which they reside. The whole system of medical services in the schools is closely linked up with the municipal health services. The medical staff for elementary and secondary consists of 3392 physicians and dentists and 6014 nurses. Many of the staff are on part-time service. Several of the physicians are specialists, such as opthamologists, laryngoligists, orthopedic surgeons, radiologists, etc.

#### ***Treatment Centres and Corrective Agencies***

The Boards of Education have established many treatment centres and corrective agencies for the various defects encountered; in fact, this is a definite obligation of the local educational authorities. These centres may be in schools or in special premises or there may be a working arrangement with the municipal or voluntary

hospitals. Different arrangements may be made in the different counties or boroughs, depending upon the nature of the existing agencies and services. There are, in addition to the clinics for the eye, ear, nose and throat, teeth and skin conditions, speech correction clinics and a few child guidance clinics offering psychological services, and squint clinics where orthoptic (muscle training) treatment is given. Children whose parents are able to afford it are sent to private agencies for treatment.

Medical inspection is first given to 3-5 year old pupils in the nursery schools or in the infant classes of the public elementary schools. Pupils are periodically examined every 3 or 4 years on through the grades and in the secondary schools, but many special and follow-up examinations are made at any age when warranted. Even after pupils leave school they are followed through the juvenile instruction centres for the unemployed, up to the age of 18.

### ***Good Nutrition Primary Objective***

The key note of medical services in the schools for three or four years has been the careful assessment of the nutritional state of the children. Children are classed in 4 categories according to the state of their nutrition. Height, weight, age tables, along with growth trends, are used in assessing nutrition, but the major stress is placed on the physician's examination, in spite of the fact that it is realized that different physicians may make different reports on states of nutrition. Defects are not thought to be the most important cause of malnutrition. Overcrowded, noisy, dark, unsanitary living quarters are considered a prime causal factor in many sections. When families move from crowded slums to new housing areas a striking improvement in the nutrition of the children occurs. A poorly balanced diet, inadequate suitable protein and insufficient milk are great contributory factors. Local educational authorities supply free milk in the schools, and also free lunches. Sometimes vitamin concentrates and simple iron mixtures have been supplied. London has several nutritional clinics. It is interesting to note that the Board of Education strongly urges local authorities to make every effort to procure pasteurized milk or milk from tuberculin tested cattle, yet it does not prohibit the use of raw milk, even though it describes the extent and the severity of several milk borne epidemics.

In order to cope with the problem of under nutrition, voluntary agencies, aided by the local educational authorities, or the authorities themselves have established in the country or at the seaside camp schools and holiday or recreational camps for poor children.

### ***Health Teaching and Other Special Interests***

The report deals at some length with the teaching of health, hygiene, and mother craft. Pamphlets on health subjects are dis-

tributed to parents. Use is made of the movies and the radio both for the parent and the child. The junior Red Cross is active in some centres.

The report recommends that health instruction in teacher training colleges should be given by medical men and not by physical educators.

The great importance of properly supervised physical education and proper facilities is stressed. The closest co-operation between the medical officers and the physical instructors is urged.

There is a chapter on the education and training of the blind. This is compulsory from 5 to 16 years of age. It is the duty of the educational authorities to supply facilities for this education. They may cooperate with voluntary bodies.

There are detailed tabulated reports of the number of children examined in the different areas, the defects encountered, the correcting agencies, vital statistics, and on various other relevant matters.

Nowhere in the report does one find any reference to toxoid diphtheria prevention in spite of the fact that the annual death toll from diphtheria in the year 1936 was 2884 in all children up to 15 years of age, and in the age group 5-10 years was 1426. Diphtheria caused over 3 times as many deaths in this age group as pneumonia which ranked second as a cause of mortality.

In the concluding remarks of the report Sir Arthur MacNalty, the Chief Medical Officer, has this to say:

"It will, I trust, be apparent from this record of the year's work that the School Medical Service is not concerned merely with routine medical inspections, but is an active and progressive Service ready to make use of every advance in medical and social knowledge which may promote the physical and mental health of the school child. At the same time the Service does not live to itself alone; it is part of the public health service of the country and is intimately welded with the other national health services."

### **WHAT TO EAT AND WHY**

"WHAT TO EAT TO BE HEALTHY" is an attractive little booklet based on an address by Dr. F. F. Tisdall of Toronto, Chairman of the Committee on Nutrition of the Canadian Medical Association, and issued under the joint auspices of that association and the Canadian Life Insurance Officers' Association. Because of intense interest in the subject of nutrition at the present time the booklet is being given a wide distribution by leading insurance companies and may be obtained free of charge. The booklet is attractively illustrated with photographs, diagrams, and charts.

## **A Report on the British Health Services**

**A** MONUMENTAL survey of existing health services in Great Britain with proposals for future development has just been published by "PEP". This abbreviated name which stands for "Political and Economic Planning", has been adopted by an independent non-party group in Great Britain, which for some years has been carrying out research into contemporary political, economic and social problems. The group consists of more than one hundred working members who are by vocation industrialists, distributors, officers of central and local governments, doctors, university teachers, etc., and who give part of their spare time to the use of their special training in fact-finding and in suggesting principles and possible advances over a wide range of social and economic activities. The group publishes fortnightly letters or broad sheets and has also published comprehensive reports on a number of questions of public interest including the social services.

The report may be ordered from the offices of PEP at 16 Queen Anne's Gate, London, S.W. 1., price 10/6, cloth bound. The report runs to more than 400 pages and has been efficiently indexed by topics.

The following brief review has been supplied to the Canadian Welfare Council by British news letter service:

### ***The Subject***

Some idea of the variety and complexity of the subject will be appreciated if the following examples of various aspects of the Health Services are borne in mind. There are 19,000,000 insured persons under the care of 19,000 doctors who give about 50,000,000 attendances a year. 5,000,000 are voluntary contributors of a few pence a week to hospital contributory schemes. There are 1,000 voluntary hospitals treating 1,250,000 in-patients and 5,750,000 out-patients. The working conditions in 280,000 factories are supervised by the astonishingly small number of 270 inspectors. The public funds maintain 150,000 mental patients (formerly called lunatics). 76,000 registered blind persons are cared for. More than 3,000,000 children get milk in schools, and 14,000 dentists (of whom less than 66 per cent. are academically qualified) attend to the nation's teeth. 8,000 district nurses struggle night and day with a multitude of jobs. Expectant mothers, infants, and cripples are amongst those for whom special services are provided.

### ***Administration***

The multifarious health services of Great Britain are administered in many ways by many bodies. The State itself operates



certain services and exercises supervision over nearly all the others either directly or through local authorities. Medical research, looked after by the Privy Council, and Factory Inspection (the Home Office), are the only aspects of the health services which are dealt with by Ministers responsible for the whole kingdom. The Minister of Health and the President of the Board of Education only cover England and Wales, since Scottish services are looked after by the Secretary of State for Scotland. The Ministries help and encourage local authorities to provide health services, but with the important exception of National Health Insurance the actual running of the services is in the hands of local authorities. The health service professions, e.g. doctors, dentists, chemists, &c., are supervised by statutory bodies.

### ***Types of Services***

The Health Services can be classified as follows:

(1) *Environment*: These are concerned with housing, water supply, sewerage, pollution of air and water, prevention of noise. Town and country planning, though omitted from the report for reasons of space, come into this category.

(2) *Impersonal protective services*: Such as protection of food supply; control of the trade in medicines; infectious diseases; industrial health, i.e. the protection of the workers' health in factories, offices, shops, mines and transport undertakings.

(3) *Individual health services*: For mothers and children; school children; the health professions, i.e. Medical men (general practitioners and specialists), Nurses, Dentists, Ophthalmic Services, Chemists, National Health Insurance.

(4) *Institutional services*: Voluntary hospitals; Public hospitals; Nursing Homes.

(5) *Special services*: These deal with mental cases; tuberculosis; venereal disease; cancer and radium services; care of cripples, the blind, the deaf, and the deaf and dumb.

(6) *Experimental services*: Under this heading the report considers medical research; nutrition; physical and health education and psycho-neurosis (mental ill-health).

### ***The Cost of Ill-Health***

Statistics are lacking which would be necessary in order to make an accurate analysis of this subject, apart from the fact that much of the "cost" of ill-health cannot be measured in money. But the following facts are significant. At least £100 million is the money value of work lost through sickness in a year in Great Britain. As regards the annual direct cost of ill-health the PEP report makes a detailed investigation of this question and its conclusions can be summarised as follows:

|   | <i>State<br/>and State<br/>Insurances<br/>£ million</i> | <i>Voluntary<br/>and Private<br/>Enterprise<br/>£ million</i> |
|---|---|---|
| Doctors }<br>Medicines }                              | 12  | { 38<br>25  |
| Dentists  | 2½  | 7   |
| Other ill-health services                             | 41½   | 22  |
| Insurance cash payments (including<br>administration) | 30  | 7   |
|   | 86  | 99  |
|   | 185   |   |

This sum is about one/twenty-fifth of the national income.

In addition, about £104 million are spent each year on services of an environmental character (see previous reference) which are largely concerned with maintaining the good health of the people.

### **SOME QUOTATIONS FROM THE REPORT**

MEDICAL OFFICERS of Health often find themselves in a dilemma between tolerating the sale of food in dirty conditions, and enforcing standards which may raise costs and put meat, for example, beyond the reach of the poorer families. . . . In the neglect of personal cleanliness among food workers Great Britain is also lamentably behind other countries.

Much of the food that is offered for sale in Great Britain is of low nutritive value and the extravagant nature of many advertisements (and particularly those for health foods) tempt the ignorant sections of the community into purchasing and eating food which, if not actually harmful, is almost completely lacking in nourishing constituents. Numerous examples might be cited of well-known foods and beverages advertised as possessing outstanding health-giving qualities which are in reality mere stimulants.

Over £3 million a year are spent on urging in the newspapers the merits of proprietary medicines and health foods. On the taxation of medicines the report points out that a preparation may be duty free if it is advertised to be used for an organ of or part of the human body, but if a specific ailment is mentioned it becomes dutiable, e.g. backache and kidney pills are liable, back and kidney pills are not.

The paucity of staff of the Factory Department of the Home Office has been unfavourably commented on. There are only 264 inspectors for the 278,157 premises subject to inspection.

### ***Babies***

The puerperal death rate among 10,384 expectant mothers who received extra nutrition (under special schemes) was 1.64 per 1,000 births, whereas among the 18,854 other cases in the same area the rate was 6.15 per 1,000.

The mortality rate for very young babies has not appreciably fallen since the beginning of the century. About 60 per cent. of the children born in England and Wales are brought to the 3,370 welfare centres in existence.

In England and Wales there were in 1937, ninety-one recognised nursery schools with accommodation for approximately 6,915 children. In Scotland, during 1936 there were 947 children enrolled in twenty-five nursery schools. In spite of many attacks on the problem of the pre-school child, it is clear that a vast number of small children are still neglected.

On all sides there is need for expansion in the school medical service. Less than three-quarters of the school children in England and Wales are dentally inspected annually. In four areas of Scotland there is only one dentist for over 15,000 children.

### ***Teeth and Eyes***

On the Dental Register for 1937 there are 14,706 persons of whom 57.07 per cent. hold academic qualifications. The proportion of qualified men is steadily rising.

It has been stated by the Minister of Health that if the services of a medical eye specialist are available, any person suffering from eye trouble would be well advised to seek the services of such a specialist. Nevertheless, the public as a whole are not yet educated up to the standard of insisting on a specialist medical examination before obtaining glasses, even where the glasses so provided would cost them no more than under an optician service.

The National Health Insurance system as it exists at present is nothing like a complete service. It makes no provision for medical services to very large sections of the poorer classes of the community. The largest gap affects the dependants of insured persons, mainly wives and children, but there is no provision to enable small traders and other persons working on their own account, with incomes of less than £250 per annum, to get medical services. Nor is there any scheme to provide medical services for those who are to be brought within the "Black-coated Workers" pension scheme.

### ***Hospitals***

We have already pointed out in various parts of this chapter some of the deficiencies and disadvantages of the "voluntary system". We have shown that sometimes the voluntary hospitals have not

sufficient funds and find themselves with large deficits. All voluntary hospitals have to waste time and energy on "raising the wind" in nation-wide appeals. The necessity to advertise themselves affects both their organisation and their relationship with the public. Owing to the different paces at which the reform in local government in England and Wales, inaugurated in 1929, has proceeded (public) hospitals are still controlled differently in different parts of the country. The public hospitals must always take all patients coming to them. In London at least, the voluntary hospitals often send on cases to the public hospitals after they have been a day or so in the wards.

### ***Nutrition***

The public have ceased to regard scientific experts on nutrition as amusing or dangerous cranks. In fact, the reaction has gone so far that cranks may now thrive on the reflected glory of the genuine scientists, and not a few manufacturers of proprietary goods have found that "vitamins" are the latest discovery of the alchemists.

The relation of nutrition to health justifies the spending of considerable sums of money in indirectly influencing the consumption of protective foodstuffs, and even in deliberately subsidising persons to enable them to buy these foodstuffs. For in this way ill-health will undoubtedly be reduced, and thus well-being will be increased and the cost of ill-health to the community minimised.

Probably, therefore a nutrition policy should have a prior claim on any funds available for extending the health services.

### ***Health Education***

We have to face the fact that in Great Britain both adolescents and adults, whatever their educational background, are at present remarkably ill-informed about the care of their bodies. The whole approach is wrong and is turning out a population of what have been described as physical illiterates . . .

At the moment very little money is devoted to research in psychopathology and psychiatry compared with the endowments for research in organic medicine and surgery, yet the need is no less great.

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## **FAMILY WELFARE and RELATED PROBLEMS**

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### **Cecil Houses, London, England**

#### **10th Annual Report 1937-38**

**I**N LONDON, ENGLAND, there are five public lodging houses for women known as Cecil Houses founded ten years ago by Mrs. Cecil Chesterton. They are scattered over sections of London where transient, homeless women usually seek temporary accommodation—Theobald's Road, King's Cross, Kensington, the Harrow Road, and Waterloo Road.

Cecil Houses were established with six objectives, and to meet what their foundress felt to be a most urgent need:—

To provide suitable premises for Public Lodging Houses for women.

To provide at cost a clean bed, bathing and laundry facilities for vagrant and homeless women.

To secure the necessary capital expenditure by public appeals. When a House has been established it must maintain itself as soon as possible.

By donations and annual appeal to secure sufficient additional funds to establish employment bureaux, clothing depots and so forth.

Under no circumstances are the Houses operated for profit.

Cecil Houses are non-sectarian. No questions at all are asked of the women applying for beds.

The Houses have accommodation on an average for fifty-six women and ten babies each, and since they opened the beds have been occupied 691,338 and the cots 39,403 times. An annual sum of £20 or £14 respectively endows a bed or a cot for one year.

The usual nightly fee of 1/ secures to the women applying in addition to a bed, a hot bath with soap and towel provided, and the use of a laundry tub with soap and hot pipes upon which to dry her clothes. The use of an iron is available on request. A supper of tea and biscuits is provided and a breakfast of tea and bread and butter. The matrons claim that a more ample food allowance cannot be made

if with only the 1/ payment each House is to continue to be self-supporting. Women who apply and are unable to produce the necessary shilling are usually taken in. Special donations make this elasticity in procedure possible.

Women who wish to stay more than one night may leave their suitcase or any wearing apparel with the Matron who keeps it under lock and key until the owner returns to claim it. If a woman applies for a bed bringing a baby with her, 3d extra is charged for a cot and the baby's food.

Each one of the Cecil Houses has a general living room with an open fire, and long tables covered with coloured oilcloth at which the tea is served. The addition of gaily coloured posters on the walls makes the room as cheerful as possible. Upstairs beside each bed is a small cupboard fitted with a door that locks, where clothes can be placed overnight. The top of the cupboard can serve as either a chair or bedside table.

The lack of suitable accommodation in London for women of small and irregular wages or unemployed women with only a few shillings between them and complete destitution prompted Mrs. Chesterton and others interested in her venture to establish and maintain such refuges. Women of all types and ages make use of Cecil Houses, and the employment bureaux connected with them have secured for some of these women more regular and profitable employment. Some extraordinary tales of distress or adventure are confided to the Matrons from time to time, the policy of "no questions asked" seeming rather to encourage than discourage confidences.

In one section of the report the possibility of providing similar but permanent residences for the girls and women regularly employed but earning less than £1 a week is discussed as a plan for the future. We wonder what kind of life must be ahead of these girls and women who try to exist on such pitiable wages? What happens to the scores who never reach even the temporary shelter of Cecil Houses?

M.T.

### A STUDY OF INTAKE

THE FAMILY WELFARE ASSOCIATION of Montreal in January issued a mimeographed study of intake over a ten-day period — October 19th, to October 31st, 1936. The intake during this period was carefully analysed. One hundred and seventy-four applications were received in the seven district offices, and of these seventy-nine were new applications. One hundred and thirty-two of the one hundred and seventy-four persons applying were requesting material assistance of some kind, clothing, household equipment, food and fuel, supplementation of an insufficient income or because of non-residency. Seventy-eight of the one hundred and seventy-four applications were



refused, and for twelve of these refusals there was no possibility of making an adequate referral or adjustment due to lack of community resources.

In April 1937, six months after the original analysis was made reports were requested from the seven districts on the ninety-six cases originally accepted, and also on thirteen of the refused seventy-eight cases which had been opened later on. Actually supplementary reports were received on ninety-four of the original ninety-six, twenty-seven of which were still open at the expiry of the six-months period and needing constant attention.

The findings of the study lead to the following conclusions:

1. Almost every kind of difficulty in which families find themselves come to the doors of this family agency, though by far the largest number of applications in the period studied were requests for some kind of financial aid.

2. It was felt that a certain number of the refused cases were simply not opened by the districts in an effort to keep down the ever-mounting case loads. These refusals did however, include thirteen applications refused on religious grounds and six applications from single men.

3. It seems obvious that whole sections of the community are not really conversant at all with the objects and policy of the Family Welfare Association. This conclusion was arrived at by a study of the cases as case after case was referred from community sources which was entirely outside the line of demarcation set for the scope of the work of the Family Welfare Association.

4. The pressing need in Montreal for a Public Welfare Department which would assume responsibility for some of the heavy relief load now shouldered largely by private philanthropy. The number of people interviewed daily by the staff of the Family Welfare Association for whom no resources are available in the community is a time-consuming and discouraging task.

Copies of this report may be secured on request from the Family Welfare Association, 1646 Dorchester St. West, Montreal, price 20 cents.  
M.T.

### **NEW FAMILY WELFARE BUREAU SERVES FRENCH-SPEAKING COMMUNITY OF MONTREAL**

THE BUREAU d'Assistance aux Familles (Family Welfare Bureau) was officially opened in Montreal this month as a new welfare agency serving the French-speaking community. The establishment of this new agency as an independently operating service has been the natural outgrowth of the work which has been developed over several years by the former Social Service Department of the Conseil des Oeuvres, the Council of Social Agencies of Montreal's French-speaking

community. The urgent need for a family case work agency to serve the French-speaking population has long been felt, but it was not until the present year that the Federation of French Charities found itself in a position to finance such a project.

The Bureau d'Assistance aux Familles will serve especially as a training centre for French-speaking social workers. The professional workers will be required to train in a recognized school of social work. The new agency's personnel will include for the first year as paid staff, an executive officer in charge of the Bureau, one full time worker, five social work students, a registrar and two office clerks. The Bureau was fortunate in securing as its executive officer, a case worker of long and extensive experience, Miss Ruth Robertson, formerly district secretary with the Montreal Family Welfare Association.

In view of the fact that the Saint-Vincent de Paul Society is the chief agency in the French Federation handling outside relief at present, and does so by means of voluntary workers exclusively, the Bureau d'Assistance aux Familles will offer service only, its main purpose being to concentrate on family problems and rehabilitation. The new agency, however, will continue, as was the case previously, to provide a "steering" service for the French speaking Catholics of Greater Montreal.

### **REFRESHER COURSE IN CASE WORK**

FOR LONG, workers in the field of social work in Canada have looked forward to the time when more refresher and special training courses would be available to us in our Schools of Social Work. The Social Science Department of the University of Toronto has announced a special course in case work to workers in the field for the fortnight of September the 12th to the 24th, of this year.

The group will be limited in size and the teaching will be based on group discussion of actual cases. It will make possible to workers in the field refreshed insight into some of the newer trends in case work in various fields.

The leader for the course, it is arranged, will be Mrs. Margaret Miller of Baltimore. Mrs. Miller brings a wealth of experience and understanding of case work. She is a graduate of Pennsylvania School of Social Work, and has had experience in the children's bureau of that city. She has given a course in case work at the Pennsylvania School; extension courses under the auspices of Rutgers College, as well as in various parts of the United States. At the present time Mrs. Miller is case consultant in the Family Welfare Association of Baltimore, and therefore close to day by day work and development of the staff of that organization.

The tuition fee for the course will be fifteen dollars. Applications to the Director of University Extension, University of Toronto, should be in his hands by May the 31st. B. T.

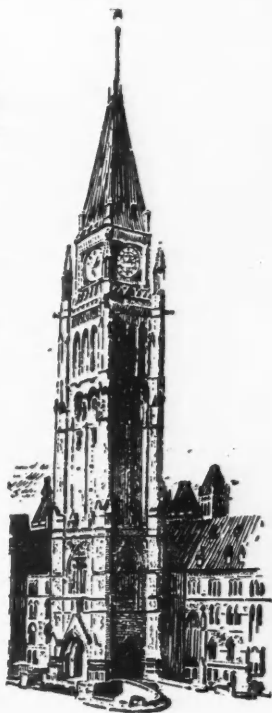
# Public Welfare Services

## Is a Generalized Service the Answer?

ISOBEL HARVEY, B.A.,

*Superintendent of Neglected and Dependent  
Children, Province of British Columbia*

THE EXPERIMENT in generalized social work which has been tried out in British Columbia over the last few years has succeeded to a certain extent in affording to unorganized areas and the smaller municipalities social services which have previously been available only in the more congested areas. It is perfectly true, of course, that one generalized social worker with a district comprising, for instance, the entire Okanagan Valley and a few points west, cannot hope to give the specialized service which might be rendered by a member of a family or children's agency, with a limited case load. However, if one takes the long view, everything has to have a beginning and, if the foundations are well laid, even if a rather sketchy temporary superstructure is erected, we can surely look forward to the time when, with smaller districts, more numerous workers, and municipalities more self-supporting as to their social services, we will be enabled to do a more effective piece of work.



### ***British Columbia Experiments With Generalized Field Service***

The generalized social work was, as I have said, an experiment. In November 1932 five workers started out with the purpose of investigating and supervising Mothers' Allowances recipients, and of doing a certain amount of child welfare work.

With the appointment of a Director of Welfare Services two years later, it was seen how these five workers might form the nucleus of a Welfare Field Service, which, stationed at focal points in the Province, might carry out social services, not only for the Mothers' Allowances, but also for any other of the provincial social services—most of which at that moment did not exist. Wrapped up in this scheme was the idea that as branches and divisions were re-organized

or organized, trained social workers, employed by the Welfare Field Service, would be used to staff them. This seemed a long way off at the time, but the programme got under way with surprising suddenness. We have found that this system of tying in the field service with the specialized branches has given an opportunity for training in the Branch Head Offices before the visitor is appointed to a district, a system which has already proved its value. There is only one branch which does not enter into this arrangement.

The Director of Health and Welfare Services was appointed in 1934: the Supervisor of Welfare Field Service in the Spring of 1935. In the Fall of 1935 four new centres were opened at Cranbrook, Penticton, Chilliwack and Prince George, making nine district offices. In the Fall of 1937 three additional offices were opened at Prince Rupert, Salmon Arm and Duncan, making twelve in all. This means that, with the exception of the Peace River Block, the Province is covered.

### ***Nature of Services Given***

You might wonder just what sort of service this group of workers renders to their communities. In order to show that, it is necessary to review briefly the growth in the branches and divisions which make up the Provincial Secretary's Health and Welfare Services. A Provincial Division for the control of tuberculosis has been organized with a social service section where a supervisor and three members of the Welfare Field Service are employed: A Provincial Psychiatrist has been appointed who holds Child Guidance Clinics in four or five centres: there is a Social Work Section at the Mental Hospital. The Industrial Schools have been reorganized and a follow-up programme instituted. Within the last year a definite policy of placing delinquent boys and girls in foster-homes after a disciplinary period in the schools has been started in a small way. A Provincial Division for the control of Venereal Disease has been organized with a social work section. There is a Provincial fund for unemployable relief recipients in unorganized territory, under the direction of the Welfare Branch, which administers this fund; the Mothers' Allowances has offices both in Victoria and Vancouver, comprising a staff of two supervisors and seven workers; and the Child Welfare Branch in Vancouver has a staff of a supervisor and three workers. The latest Branch is that of Hospital Clearance with a head and one worker.

The Welfare Field staff carries out the work for these Branches and Divisions in the rural areas, and also does follow-up and investigations for the School for the Deaf and Blind and for the Canadian National Institute for the Blind, as well as agency enquiries.

### ***Twelve Provincial Districts Offer Many Traveller's Thrills***

This sounds an almost impossible task when one considers the size of the various districts. British Columbia is a large province

to divide into twelve sections, even if the far northern area is not taken into consideration. There are too many mountains to make easy travelling, and the Fraser River and the Pacific Ocean cause a certain amount of trouble. Even in one of the districts nearest to Vancouver,—that of the Fraser Valley, one can find almost every type of travelling hazard. The Fraser River is always in the way and means of navigation leave much to be desired. A basket on a cable over the river or a dugout canoe on top of it seem to provide almost too many thrills for an ordinary social worker when she is trying to get to the other side. On the West Coast of Vancouver Island the visitor is dependent upon launches and coast steamers and, were it not for the co-operation of the Provincial Police Department, the Labour Department and the good-natured navigators of the coast boats, things would be much more difficult than they are.

### ***Influence on Local Communities***

One of the most interesting phases of our experiment is to watch a community become socially minded under the influence of the Welfare Visitor. At first, she is regarded with more or less suspicion: municipal councils consider her merely as an agent of the Government destined to pry municipal funds out of their pockets to spend on their worst families. The visitor who can tactfully keep friendly, realizing that these people who are blocking her path are doing it because they do not understand her ideas and because they have a real sense of responsibility regarding the spending of public money, will find some day suddenly that she has won her battle and that the very people who were opposing her now turn to her for help. She finds that the municipal officials begin to realize that they are working for a community which has become socially conscious, and that if they will not bring a case out to be aired, the people whom they are serving will. Let me illustrate,—in a small municipality, terribly hard up, there has existed a family situation which was quite appalling. For years spasmodic efforts were made to remove the children, but in each case the council would hurriedly make another and cheaper plan for them. For two years our trained Welfare Visitor discussed the situation pleasantly but clearly, pointing out the probable cost in the future if something constructive were not done, now, but apparently made no dent on the city fathers. One day, out of a clear sky, the Clerk of the Municipality appeared at the Branch Office asking that plans be made for the committal of the children. The municipality was still poor, so poor that a substitute plan was proposed suggesting that foster-homes in the neighbourhood would be cheaper. This was refused by the Municipal Clerk on the ground that if these children were ever to amount to anything they must have a chance to grow up in a neighbourhood which had never heard of their parents and which would not condemn them merely on their

name. All of which showed us that the educational propaganda had worked.

In another district, the number of committals to the Industrial Schools was appalling, most of them committals which should have been made under the Infants' Act to a Children's Aid Society. There has not been a committal over a long period now since a visitor went in who was an excellent community worker. She has not only lessened the number of delinquency cases, but has so sold the idea of child welfare to the area that we have been able to keep wards committed under the Infant's Act right in the district, where a tremendous interest is taken in them. Doctors and dentists refuse remuneration, our children get roller skates and bathing suits and whatever else the young fry of the city have. They are not just orphans or wards, but children accepted by that community, for whom the citizens feel themselves responsible.

In another district, we find a really remarkable recognition of the value of family case-work, and we find our visitor invited to sit in at municipal council meetings while the city fathers wrestle with the problem of what is to be done with the Joneses. They have learned that while our visitor's plans may involve the immediate spending of money, that in the long run they are more efficacious and more economical, and they are sometimes willing to try them out.

### ***Prevention Work in Child Welfare***

In our Child Welfare Branch (for children resident in unorganized territory) we have a fund that is used to do preventive work. By means of this we place children temporarily while a father gets on his feet financially: we may place a problem child outside the family circle on the advice of the Psychiatrist: we may give foster-home care for boys committed to the Industrial School who, in the opinion of the Psychiatrist, should not remain longer in the institution. For instance, one day a man who had been trained to a good profession, but who had had a run of bad luck, came to the visitor. He was out of a job, had lost his wife under tragic circumstances, and having no money to pay maintenance for his children, wanted to have them adopted. It took long hours to persuade him to wait a year before taking such a drastic step, but he finally made up his mind to let us provide foster-home care for his children. From the time he made the decision, his luck seemed to change. After a period of several months, he was able to pay for the children in their present foster-home and hopes by the end of another year to re-establish his own home and marry. He will never cease to be grateful for the fact that we stood in the way of adoption and kept him from making a decision, when he had his back against the wall, which he would have regretted all his life.

The municipal authorities see the way this fund is used and the value of preventive work which is being done, and, whereas at the



beginning it was almost impossible to get funds from a municipality except on Court order, there is now a decided swing to a desire to talk some preventive plan over with the visitor which will involve the use of municipal funds given for that purpose by the authorities.

The child and family work for the municipalities is tremendously time-consuming, and it is doubtful whether this service can be continued indefinitely as the work in unorganized territory and for the Provincial services increases. Our hope, however, is that once having had the services of a welfare visitor the municipalities will consider employing social workers of their own, rather than do without the services to which they have become accustomed. When this happens the Welfare Field Service will be able to do a more effective task in the unorganized territory, which is their real responsibility.

#### **UNEMPLOYMENT COMPENSATION**

"UNEMPLOYMENT COMPENSATION — What and Why?" is a publication of the Social Security Board, Washington, D.C., for sale by the Superintendent of Documents, Washington, D.C., price 10c. It is a brief study of the purposes and operation of unemployment compensation systems, and has been written by Gladys R. Friedman, Technical Advisor in the Division of Legislative Aid, under the immediate direction of the Chief of that Division and the general supervision of the Director of the Bureau of Unemployment Compensation. The short study includes brief treatment of theoretical considerations, a short history of unemployment insurance in foreign countries, and an outline of the development of unemployment compensation in the United States. Provisions of the Social Security Act relating to this field and major considerations affecting the establishment of such Funds, and the determination of their coverage are outlined. A bibliography is appended.

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# Community Organization

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## **Vancouver Council Records Active Year in Social Planning**

**T**HE EIGHTH annual report of the Vancouver Council of Social Agencies records a year packed with interest for its numerous committees and division groups in activities of practical usefulness to the social programme of its City and Province. Seven active committees accounted for a number of its major projects in 1937.

The Social Service Exchange Committee, in addition to routine functions, studied several broader questions of policy including the use of the exchange by group work agencies and the advisability of registration by provincial agencies of cases outside Vancouver in order to provide identifying information in regard to cases moving into the city from outside points. Following initial study, experimental projects were developed to test the usefulness of exchange service for these purposes.

The following comment from the report of this committee reveals a disturbing trend in quite another field of welfare interest as shown by exchange statistics: "It is significant to note that the number of new families registered as applying for relief for the first time is no smaller for 1937 than for 1936, with a heavy concentration of new families in the latter portion of the year. This is a disturbing note, indicative of the fact that many families who have come through the severest depression years are now foundering on the shoals of economic dependency, just when the clouds are generally considered to have finally lifted."

The Unmarried Parents Committee, which has served as a clearing house on policy for agencies dealing with the problem of the unmarried mother, completed the preparation of a pamphlet for distribution to members of various professions interpreting questions involved in unmarried parenthood, adoption practices, etc., and outlining the community resources at the disposal of persons facing these problems.

### ***Developing Programme for Community Recreation***

The Spare Time Activities Committee began to see its hopes fulfilled in a burgeoning of recreational activities following a long

effort to overcome severe handicaps in the lack of facilities and programmes for boys and young people. Following a survey by this committee in 1936 a boys' club was established by a local service club. "This effort, based on sound analysis of community needs, solidly organized, adequately financed, well-administered, has served as a leader and a model, pioneering the way for a number of other similar activities subsequently developed." A network of boys' clubs, a community centre in one section of the city and other movements progressively developed have evidenced a suddenly awakened interest which presents a new task to the committee—that of coordinating the work of these various undertakings, eliminating competition and waste, and developing further studies and progressive planning in what has now become a rapidly expanding programme.

Closely related in interest to the activities of the above committee was the main project of the Children's Committee—a study leading to a change in programme of the Alexandra Children's Home whose institutional plant has become Vancouver's new Community Centre.

"Because of the steadily increasing use of foster care as opposed to institutional care, the Board of the Home has realized increasingly during the past few years that the number of children who could not be placed in foster homes but required institutional care was too small to make possible economical operation of the present quarters. Need also seemed to be indicated for a more highly specialized cottage type institution housing approximately 10 children per unit and filling community needs as to temporary shelter care, prolonged institutional care or observation care. Having in mind such a change in its program, which would require of course a change in premises, the Board of the Home further began to consider possible uses of the present Home, if the proposed plans should materialize. The expressed need on the part of certain neighborhood groups in the western Fairview and eastern Kitsilano area for neighborhood and recreational facilities seemed to point the way to a solution of the problem by the provision of community centre or neighborhood facilities to the residents of that area. The full proposal outlined above, after receiving the study of the Alexandra Board, was then referred to the Children's Committee for study and approval. The Committee was unanimous in its support of the proposed move and wholehearted in its commendation of the progressive outlook of the entire Alexandra Board in the face of a drastically changing program. The plan as presented by the agency was fully endorsed with certain riders as to the necessity for care in determining intake policy of the new institution, ensuring local neighborhood support for the community centre project, and clearing on all matters involving finances with the Welfare Federation. 1938 should see another milestone passed in the closing of this venerable institution as a large scale children's institution, with substitution

for it of a small compact cottage unit for special cases and in addition, the provision of a plant which should prove easily adaptable to the needs of the Kitsilano neighborhood as a centre of community activities."

### ***Essentials of Relief Programme Outlined***

Among many projects of the Family Committee, of which space would not permit adequate review here, was the preparation of a report on "Some Essential Considerations in an Adequate Relief Programme", subsequently endorsed by the entire Council. The report includes the following recommendations:—

1. That Federal assistance to Provinces be on a grants-in-aid basis, accompanied by Federal insistence on adequate minimum standards of personnel, administration, etc., these principles also to apply as between provincial and municipal units.
2. That through the Federal authority, a more definite effort be made to coordinate in more adequate fashion the relief policies of the thousands of relief authorities, Dominion, Provincial and Municipal, operating in Canada at the present time.
3. That all provincial relief, both to employables and to unemployables in British Columbia be coordinated under one department, instead of two as at present, and that for the time being the provisions of the Residence and Responsibility Act of 1936 be enforced throughout the Province.
4. That the recommendations of the National Employment Commission on the re-organization of the Employment Service of Canada under Federal auspices be endorsed, also the further recommendation that this agency be equipped to offer a more constructive service in the field of re-training and re-employment.
5. That relief be administered on an individual, not on a mass basis, with a view to offering recipients a constructive service aimed at preserving their morale and their fitness for re-employment.
6. That the right of people even when on relief to choose their own place of residence be recognized, that the desire of relief recipients to move in search of new fields of employment be given consideration and that therefore provision be made for meeting the relief needs of new arrivals in a given locality with reciprocal agreements between provincial units for charging back the costs of assistance to the responsible authority.

7. That a survey be undertaken of the former place of residence of new arrivals in the larger centres of population in order to obtain some definite information on the trends of family and individual transiency.
8. That the principle of National Contributory Unemployment insurance be endorsed.

### ***Many New Tasks for Developing Council***

The Homeless Men's Committee was able to report an improvement and strengthening of local programmes for the assistance of homeless men for which this committee has worked consistently over a period of years.

The Committee on Health Services was actively engaged with studies of agency programmes from the health point of view and many other activities and studies of local interest.

A new Committee on Medical Social Work will be active in 1938. The Council has also been requested by a local women's organization to undertake a survey of unmet needs in girls work as a guide to programme development, and to study the situation of the adult deaf in Vancouver for the assistance of provincial government services.

M. B.

## **FEDERATION DES OEUVRES DE CHARITE CANADIENNES-FRANCAISES**

THE FEDERATION des Oeuvres de Charite Canadiennes-Francaises (Federation of French Charities) of Montreal added to its laurels as a successful financing body for the French charities of Montreal in its sixth annual appeal which closed in April. On an objective of \$403,236., — a total as yet incomplete, of \$431,618., or 107% was recorded at the close of the campaign. Results were uniformly gratifying in all of the four main divisions as shown in the following figures:—

|                                      |              | Percentage of<br>objective |
|--------------------------------------|--------------|----------------------------|
| Men's Special Names.....             | \$161,382.15 | 102%                       |
| Women's Special Names.....           | 16,125.50    | 100%                       |
| Parish Districts.....                | 183,159.54   | 116                        |
| Employees' Canvass (private firms)   | 29,751.75    | 101                        |
| "          "          (other groups) | 41,200.00    | 100                        |
| Total (incomplete).....              | \$431,618.94 | 107%                       |

In the Parish Division every single parish and parish district reached or exceeded its full quota and new records were set both in the Men's and Women's Special Names divisions.

The progressive improvement shown in the financial results of this Federation's appeals each year is its own evidence of the efficiency developed within the organization and the place it has established for itself in French-speaking Montreal. In the amount of its campaign fund it now ranks third among Canadian Community Chests. The enthusiasm with which this community enterprise is now regarded was strongly manifest by both workers and subscribers in the recent campaign and at the closing rally the large hall which was engaged for the occasion proved too small for an estimated attendance of 2,500 people composed largely of volunteer workers who crowded through its doors.

The following officers of the campaign contributed the leadership and genius of organization which carried the appeal so successfully over the top: General Campaign Chairman, Col. Henri DesRosiers, D.S.O., A.D.C.; Honorary Chairmen, Ernest Gohier, C.E., Mme. François Faure; Vice-Chairmen, Paul A. Béique, C.E., J. Albert Blondeau, Bernard Bourdon, K.C., A. Samoisette, Maurice Vallée, Mme. Pierre Charton in charge of Women's Division; Division Chairmen: Men's Special Names, F. Philippe Brais, K.C.; Women's Special Names, Mme. J. J. Perrault; Parish Districts, Henri Groulx, and Mme. Germain Parrot, Women's Division; Employees' Canvass (private firms) Edgar Genest; Employees' Canvass (other groups) André Montpetit; Publicity, Jean Chauvin; Interior Organization, Jacques LaRue, C.A.; Executive Director and Secretary, Col. H. L. de Martigny; Campaign Secretary, J. René Painchaud.

### **FEDERATION FOR COMMUNITY SERVICE, TORONTO**

THE ANNUAL REPORT of the Federation for Community Service in Toronto records subscriptions received in the campaign for 1938 totalling \$517,000 as compared with \$502,420 for 1937 and \$482,000 for 1936.

With a financial return \$15,000 in excess of any previous year, the recent campaign was acknowledged as the most successful since 1929, although still considerably below its objective. Some reduction was effected in the Federation's deficit and an effort is being made to meet agency commitments and also to decrease this burden gradually from year to year. Campaign and administrative costs were 6.7 per cent and the record of payment on past pledges stood at more than 99 per cent.

The formation of the Welfare Council of Toronto was hailed with satisfaction as the most important event of the year so far as the interests of the Federation and of welfare in Toronto were concerned, by Mr. A. D. Hardie, General Secretary of the Federation in his address to the meeting.



# *News from . . . The National Federation of Kindergarten, Nursery School and Kindergarten—Primary Teachers*

## **Children's Books of Yesterday**

**T**HIS TOPIC is one which leads us back into the past through a yesterday more than four hundred and fifty years long, in fact as far back as the year 1476, when William Caxton came home from the continent and set up his printing press in Westminster.

Since man first learned the use of spoken language there have always been plenty of stories in existence, but for books in quantity and a reading public of any size the world had to wait for the printing press and in England this came with the arrival of Caxton.

Perhaps it is surprising to many that in the earliest days of printing Caxton should have thought of children as a potential public; this feeling, however, is unlikely to persist when it is recalled that Caxton's activities did not begin and end with printing. He was always the publisher and often the author of the works he printed, and moreover he was public-spirited enough to want to benefit his fellows as well as to fill his own pockets. The decadence of Londoners in the late fifteenth century troubled him and he decided to do what he could to influence the habits of the young people of his day.

This idea bore fruit in the books of courtesy, or manuals of behaviour, which began to appear at this time and continued through the sixteenth and part of the seventeenth century. Shortly after Caxton brought out the first book ever printed in English, "Dictes and Sayings of the Philosophers", he announced his first juvenile publication, "Lytyll John", or "The Book of Courtesy", which was printed, published and probably written by himself. A brief glance inside it will show what were its aims.

"For recreation," says the author, "choose games and sports that have a refining influence . . . . . customs change, so you must watch

those most worthy of regard." Speaking of courtesy at table he continues, "Wipe your lips before drinking and don't blow in your cup or on your soup . . . . avoid dipping your meat in the salt cellar . . . . keep your lips closed while eating . . . . don't laugh too much at table." Later in the book he advises, "While you dress yourself carefully say the matins of Our Lady. If you do this every day she will be sure to reward you."

Caxton hoped that such books would help to prepare children for the parts they would have to play in later life. Girls, of course, had no chance of anything but a life of domesticity or that of a nunnery, but boys, if they received any education at all, would be trained to become squires, or to fill responsible positions in the church, or, when lowly born, to become monks or servants. Books of courtesy, then, were preoccupied with matters of this world, such as good deportment and mental culture, and it is noticeable that in their pages religion was always approached as a guide to living rather than as a means of avoiding punishment in a world to come. This point is worth remembering because of the contrast it affords to the attitude adopted in certain books of a later period.

However, children had to know how to read before they could be expected to profit much from manuals of behaviour, and so hornbooks began to appear, designed to assist with such learning. The hornbook was nothing more than a stiff sheet of cardboard covered with a transparent piece of horn and inscribed variously with alphabets, syllabaries, or, on occasion, the Lord's Prayer. It was shaped like the end of a spade and could be held conveniently in the hand while the printed matter upon it was committed to memory. Later on, in Queen Elizabeth's reign, alphabets were supplemented by alphabet rhymes of a gay and rather irrelevant nature, attached to each letter.

In such brief space it is impossible to refer to all the books which demand attention and so a few only have been selected as signposts to lure the reader to further investigations on her own account.

Let the years fly past, therefore, until we pause again in 1671. Eleven years previously the Cromwellian order ended and now the Stuarts once more hold sway and are in many ways "getting their own back." For some time a law has been in force compelling people to attend the established church or pay fines for non-attendance. The Puritans have been much irritated by this and other legal restrictions, as well as by the mode of life and the scornful attitude of the Royalists, and their devotion to their own form of religion has thereby increased, in some cases to fanaticism.

Look then for a moment at James Janeway's "A Token for Children" published in 1671. It could almost be called a manual of behaviour, but how different in spirit from Caxton's "Lytyll John"! Mr. Janeway, who describes himself as a minister of the gospel,

writes a preface to parents and teachers and follows it with an ominous foreword to children. In the latter he asks, "Whither do you think those children go when they die, that will not do what they are bid, but play the truant and lie and speak naughty words and break the Sabbath? . . . . . They which lie must to their Father the Devil into everlasting Burning; they which never pray, God will pour out his wrath upon them, and when they beg and pray in Hellfire, God will not forgive them, but there they must lie for ever."

These prefaces are followed by "an account of the conversion, holy and exemplary lives and joyful deaths of several young children," who, as is intimated, did, most of them, die young. Fortunately for the children, not many books of this high emotional temperature were written, although one or two others ran Mr. Janeway's a close second.

George II's reign brought less explosive reading, thanks mainly to the publisher, John Newbery, who is usually regarded as the man through whom the publication of children's books in England began in earnest. He was a business man, unconcerned with theories of education, and he saw no reason why children should not get some pleasure out of their learning. "Instruction with Delight" he called it; and so, cautiously, in order not to offend the pedagogues and moralists, he went ahead.

In 1744 "The Little Pretty Pocket Book" deliberately set out to provide a certain amount of entertainment as well as tuition. Newbery describes it as "Intended for the instruction and amusement of Little Master Tommy and Pretty Miss Polly, with an agreeable letter to read from Jack the Giant Killer, as also a Ball and a Pincushion, the use of which will infallibly make Tommy a good Boy and Polly a good Girl." It must be mentioned here that neither the ball nor the pincushion was meant to be played with, but that pins stuck in the red half of either, by Tommy or Polly as the case might be, recorded their good deeds, whereas pins in the black half recorded bad deeds and were intended to cause a salutary pricking of conscience to prevent future misdemeanours.

Like Caxton, Mr. Newbery was a publisher-author, but apparently a more jocular one. He often resorted to pseudonyms to intrigue his child audience and as his favourite way of signing himself was *Woglog the Giant* his popularity can well be imagined. It was he who brought out one of the first juvenile editions of Aesop's Fables, which had been strongly recommended by Locke in his "Thoughts on Education". The adult edition published by Caxton had long been adopted by children but no doubt the efforts of Newbery and others gave the fables a much wider circulation.

The recreational vein originated by John Newbery persisted. Mother Goose rhymes appeared in print, fairy tales became popular,—

though disapproved of by Lord Chesterfield and others,—and books with such titles as “The Memoirs of a Pegtop”, “The Perambulations of a Mouse,” “The Butterfly’s Ball”, bore further witness to the influence of Newbery’s motto, “Instruction with Delight.” This lightheartedness rose to a pitch of absurdity never reached before in Edward Lear’s “Book of Nonsense”, published in 1846, a book which children’s librarians and parents will vouch for as remaining secure in its popularity to the present day.

It must not be thought that no stories were written in serious mood, but, even in these, the author’s play of fancy and imagination was generally the most significant feature. There is no space here to turn to the numerous tales of a seriously moral and didactic nature, which came out during the reign of Queen Victoria. These, for the most part, were from less able pens than the others. Concurrent with them, as implied above, the Romantic Period of English literature with its emphasis on mysticism, imagination and a feeling for nature saw the publication of many children’s books in harmony with its own spirit. Of these, the two “Alices” and George Macdonald’s “At the Back of the North Wind” are outstanding examples. Kingsley’s “Water Babies” belongs in a sense to both groups, for though a heavy vein of moralising runs through it yet there is also plenty of imagination.

Today realism presses hard upon us and only occasional masterpieces like “Mary Poppins” and “Floating Island” show that fancy is far from dead. The absorbing world of reality is here to be met and known, in books as in life, but perhaps we should keep an *Alice* by our side, that we may never be locked out of that domain of the imagination through which the realities of the world are often with truest insight experienced and interpreted.—M.P.

#### **Reading References:**

CHILDREN’S BOOKS IN ENGLAND—F. J. Harvey Darton; Cambridge Univ. Press, 1932.  
CHILDREN’S BOOKS OF YESTERDAY—Philip James; The Studio Ltd., London, 1933.  
CAMBRIDGE HISTORY OF ENGLISH LITERATURE; Vol. XI, Chap. 15, and bibliography.  
THE SCIENCE OF FAIRY TALES—E. S. Hartland; London, 1925.  
HISTORY OF FRENCH CHILDREN’S BOOKS, 1750-1900; Bookshop for Boys and Girls, 270 Boylston St., Boston, Mass.  
BRITISH MUSEUM READING ROOM; See catalogue.

## **BOOK NEWS**

### **A guide for February and March Reading**

AT THE close of the year ideas begin to lag;—the March issue of *Child Education* provides new inspiration. Two outstanding articles are;—“Humor in the Nursery School” by Dr. E. Davies and “Design and Picture Making” by W. M. Lloyd—“the future curriculum for

children from 4-7 years may arise spontaneously from art in its forms of painting, music, poetry and dramatics."

*Ages and Stages*:—"There are stages of interest through which most children grow . . . laboriously discovering themselves—then others . . . laboriously experimenting with things . . .". Lucy Sprague Mitchell, *Child Study*, Feb. 1938.

*What is Expected of a 5-year-old Child*:—"By using our wits and whatever knowledge we can summon, we can understand that dark inscrutable workmanship, and give our 5-year-old the foundations of a truly happy life." Millicent Carey McIntosh, *Child Study*, March, 1938.

*Problems of Home-School Relationships in Nursery School and Kindergarten*:—"Teacher and parent must go beyond mere mastering of techniques of child guidance to real understanding of the part which human relationships play in child development before the functions of home and school may be most effectively performed or indeed their performance coordinated." W. E. Bain, *Parent Education* February, 1938.

*Youth in the Nursery Schools*:—"In 37 states, 2,456 girls and 74 boys are serving in Nursery Schools—their training is planned to make the experience meaningful." I. J. Robinson, *Parent Education*, February, 1938.

*Before We Read*:—A program of constructive and interesting activities which prepare the child for later reading activities. W. S. Gray, J. Monroe, Scott Foresman, New York, 1937.

## LOCAL NEWS

THERE IS not often a worthwhile conference held within driving distance of our members. On April 29, 30, May 1st, a Western New York Study Conference is meeting in Buffalo, New York, under the Auspices of the Progressive Education Association.

A pleasant combination of holidaying and gathering new interest for winter work might be had at the Pacific Conference, New Education Fellowship, June 19-25, Honolulu, Hawaii. Information may be obtained from the Executive Secretary, Progressive Education Association.

Those interested will be glad to hear that "Little Square Toes" played by the Toronto Children's Players won the Laurel Wreath at the Junior Drama Festival.

The Quintuplets are now of Nursery School age and fast slipping into the realms of the Kindergarten world. Their education has thus a peculiar right among our news items. It will be of interest to our

members therefore to hear that an afternoon of the Progressive Education Association Conference held in New York was devoted to a discussion of this education. The discussion was lead by Dr. Blatz of Toronto University assisted by our Chairman. A report of this meeting will be given in our summer issue.

#### **For the Teachers' Notebook**

THE EXECUTIVE of the Federation wish to remind members that they must of necessity close the subscriptions of this magazine for all memberships not renewed.







## Canadian Welfare Council

Founded in Ottawa, in 1920, as the result of a National Conference of Child Welfare Workers, convened by the Child Welfare Division, Federal Department of Health,  
COUNCIL HOUSE, 245 COOPER ST., OTTAWA, CANADA.

### OBJECT

- (1) To create throughout the Dominion of Canada an informed public opinion on problems in the field of social welfare.
- (2) To assist in the promotion of standards and services which are based on scientific principles and which have been proved effective in practical experience.

### METHODS

- (1) The preparation and publication of literature, arrangement of lectures, addresses, radio and film material, etc., and general educational propaganda in social welfare.
- (2) Conferences. (3) Field Studies and Surveys. (4) Research.

### MEMBERSHIP

The membership shall be of two groups, organization and individual.

(1) Organization membership shall be open to any organization, institution or group having the progress of Canadian Social Welfare wholly or in part included in their program, articles of incorporation, or other statement of incorporation.

(2) Individual membership shall be open to any individual interested in or engaged in Welfare work, upon payment of the fee, whether that individual is in work, under any government in Canada, or not.

### FEES

1. National Organizations.....Annual Fee, \$5.00 — Representatives: 3
2. Provincial Organizations.....Annual Fee, \$3.00 — Representatives: 2
3. Municipal Organizations.....Annual Fee, \$2.00 — Representatives: 1
4. Individual Members.....Annual Fee, \$1.00 — Representatives: 1

In electing the Governing Board and the Executive, all members will be grouped according to their registration by the Treasurer.

Every member will receive a copy of the proceedings of the Annual Conference and such other publications as may be published from time to time.

### BOARD OF GOVERNORS — Eighteenth Year, April 1st, 1937 — March 31st, 1938.

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